DOCUMENT RESUME

ED 265 754 HE 018 646

TITLE	The Future Is Excellence. Report of the New Mexico Governor's Commission on Higher Education.
INSTITUTION	New Mexico State Commission on Postsecondary Education, Santa Fe.
PUB DATE	Dec 83
NOTE	192p.; For a related document, see HE 018 647.
AVAILABLE FROM	Board of Educational Finance, 1068 Cerrillos Road, Santa Fe, NM 87503.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC08 Plus Postage.
DESCRIPTORS	Academic Persistence; Access to Education; College Administration; College Admission; *College Planning; College Role; *Educational Quality; Equal Opportunities (Jobs); Governance; *Higher Education; Minority Groups; Position Papers; Program Evaluation; Public Policy; Quality Control; Resource Allocation; *State Aid; State Boards of Education; State Colleges; *Statewide Planning; Teacher Salaries
IDENTIFIERS	Blue Ribbon Commissions; *Excellence in Education; Institutional Mission; *New Mexico; Public Colleges

ABSTRACT

A report on two- and four-year colleges in New Mexico is presented, including 50 recommendations of the Governor's Commission on Higher Education. An overview of higher education in the state and the different types of state-supported colleges is provided. Excellence in state institutions is discussed, with attention to governing boards; presidents and administrators; staffs; faculty teaching, research, and service; students, libraries and facilities; and alumni and private support. To address the extent of unnecessary duplication in the state, distinct roles and missions of the various kinds of institutions are delineated. Program review and quality control as mechanisms to eliminate and prevent unnecessary duplication are also considered. Attention is directed to equal opportunity for higher education and training, as well as faculty and administrative jobs. Specific concerns include admissions and retention, financial barriers, and the barriers of sex and ethnicity. Faculty and staff compensation and 1984 funding recommendations are also covered, along with current and future funding levels needed to promote excellence, and statewide and institutional governance. Appendices include five articles, a report presented to the Commission, and a list of position and issue papers presented to the Commission. (SW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

THE FUTURE IS EXCELLENCE

Report of the New Mexico Governor's Commission on Higher Education

ED265754

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

New Mexico Board of Educational Finance

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

NE 01 P 646

Toney Anaya,
Governor

Fred R. Harris,
Chairman

The Future Is Excellence

Report of the New Mexico Governor's Commission on Higher Education

Toney Anaya, Governor
Fred R. Harris, Chairman

Mark Bitensky
Sally Black
Mary Darling
Gloria Emerson
Linda Estes
Everett Frost
Neal Gonzales
James Henderson
Robert J. Hoffman
Charles Holmes
Roland Johnson
Ruby Lassiter
Daniel Lopez
Sigfredo Maestas
Bonnie Maldonado
Pamela Minzner
Leonard Napolitano
Arturo Ortega
Ethel Ortega-Olson
Alfonso E. Ortiz, Jr.
Eddie Ortiz
Janice Paster
Ray Powell
Louis Saavedra
Jim Senterfit
Richard Tecube
Gerald Thomas
Sam Vigil
Narcisa Zárate

Paula L. W. Sabloff,
Executive Director

Al Stotts,
Special Assistant

State of New Mexico
Santa Fe
December 1983

Report of the Governor's Commission on Higher Education, State of New Mexico, Santa Fe, New Mexico, December 1983.

Additional copies of the report and of the "Summary and Recommendations" excerpted from it may be obtained from the Board of Educational Finance, 1068 Cerrillos Road, Santa Fe, New Mexico 87503.

Table of Contents

SUMMARY AND RECOMMENDATIONS	1
Enrollment Trends in New Mexico	1
The Importance of Excellence	1
A Profile of Excellence	2
Does New Mexico Have Too Many Institutions?	3
Is There Great and Unnecessary Duplication?	4
Program Review and Quality Control	6
Access	7
Admissions and Retention	7
Financial Barriers	8
Barriers of Sex and Ethnicity	8
Funding	9
Faculty and Staff Compensation	10
The BEF Funding Formula	11
1984 Funding Recommendations	13
Governance	18
Consolidated or Superboard Not Desirable	19
INTRODUCTION	21
Work of the Commission	22
Higher Education in New Mexico	23
State Agencies	23
State-supported Postsecondary Schools	24
Vocational and Technical Schools	24
Community and Junior Colleges	24
Regional Four-year Universities	26
Research and Teaching Institute	26
Comprehensive Research Universities	26
Rio Grande Research Corridor	27

Other Postsecondary Institutions 28
Enrollment Trends in New Mexico 28
Organization of the Report 35

CHAPTER ONE. TOWARD EXCELLENCE 38
The Importance of Excellence 38
An End in Itself 38
A Vital Investment 39
A Profile of Excellence 40
Governing Boards 42
Presidents and Administrators 43
Staffs 44
Faculties 44
Teaching 44
Research 45
Service 46
Students 47
Libraries and Facilities 48
Alumni and Private Support 49

CHAPTER TWO. MISSION, PLANNING, ACCOUNTABILITY—AND EXCELLENCE 53
Does New Mexico Have Too Many Institutions? 53
Fundamental Assumptions 53
Is There Great and Unnecessary Duplication? 58
Distinct Missions 58
Program Review and Quality Control 62
Program Review 64
Quality Control 65

CHAPTER THREE. ACCESS—AND EXCELLENCE 67
Admissions and Retention 67
Retention 69
Financial Barriers 71
Tuition 72
Barriers of Sex and Ethnicity 75

CHAPTER FOUR. FUNDING—AND EXCELLENCE 82
Faculty and Staff Compensation 83
Faculty and Staff Compensation—1984 87
The BEF Funding Formula 88

One Hundred Percent BEF Formula Funding—1984 89
Programmatic Base 90
Libraries 90
Instructional Equipment 91
Discipline Clusters 91
Summer and Off-campus Instruction 92
Other 1984 Funding Recommendations 93
Land and Permanent Fund Monies—1984 93
Research Overhead—1984 94
Additional BEF Staff—1984 95
Merit Scholarships and Graduate Fellowships—1984 97
Endowed Chairs and Professorships—1984 98
Special Library and Instructional Equipment Funds—1984 100
Support for Tax Increase—1984 101

CHAPTER FIVE. GOVERNANCE—AND EXCELLENCE 105
Statewide Governance 106
BEF is an Executive Agency 107
Consolidated or Superboard Not Desirable 107
Board of Educational Finance 111
Institutional Governance 114

ACKNOWLEDGEMENTS AND APPENDICES 117
Acknowledgements 117
Appendix A: "Educational Excellence and New Mexico Tech" by Paige W. Christiansen 120
Appendix B: "University Faculty as a Resource for New Mexico" by David Kauffman and the UNM Faculty Senate Operations Committee 130
Appendix C: "Faculty and Staff Salaries Hurt Quality Higher Education" by Paula L.W. Sabloff 146
Appendix D: "Report to the Governor's Commission on Higher Education" by Raul C. Herrera 159
Appendix E: "Technical-Vocational Institutes" by Louis Saavedra, Sam Vigil, and William Coffey 166
Appendix F: "Maintaining the Incentive for Excellence at the University Level" by Gerald W. Thomas 176
Appendix G: List of Position and Issues Papers Presented to the Governor's Commission on Higher Education 183

Summary and Recommendations

Wherein lies New Mexico's future in higher education, economic development, and better lives for our people? *The future is excellence.*

In the Governor's Commission on Higher Education, our search has been free. And we have attempted to tell the full truth as we learned it. These are our findings and our recommendations.

ENROLLMENT TRENDS IN NEW MEXICO

Overall student enrollments in New Mexico state-supported institutions of higher education (which includes all postsecondary education and training) are projected to increase, although there may be some change in distribution among institutions. Earlier enrollment projections to the contrary were mistaken because new factors already in operation in New Mexico were not taken into account by them.

THE IMPORTANCE OF EXCELLENCE

Thousands and thousands of us are living better, happier, more participatory, more productive lives because of higher education. Thousands and thousands more to come will want their turn at such opportunities, too.

New Mexico expenditures for excellence in education should be viewed as an investment. At the six four-year institutions only, the revenue generated from other sources as a result of state investment totaled nearly a quarter of a billion dollars in 1983 ($238,662,968), sixty percent of their total revenues and expendi-

tures. Increased state appropriations to achieve higher education excellence will generate greater outside funds.

Our state and nation will recover much more than the cost of education—including the added amounts necessary to promote excellence—in the extra taxes paid on the increased incomes higher education graduates earn.

Excellently educated and skilled people are especially needed by industries in the technical fields, and industries tend to go where they can find such people.

New Mexico's greatest assets are its people and its quality of life. We have a large available workforce and a great place to work. We also have far too many poor people. The surest way to turn this liability of poverty into the asset of skilled and educated labor, the surest way we can increase our per-capita income and give our people improved opportunity for better and happier lives, is by a commitment to excellence in higher education.

A PROFILE OF EXCELLENCE

Educational excellence exists when training and development are at levels which encourage those who teach and those who learn to realize their maximum potentials.

New Mexico institutions of higher education—whether their functions include teaching and service alone or teaching, service, and research—must, if they would strive for excellence, have excellent governing boards; excellent presidents and administrators; excellent faculties and staffs; excellent students; excellent libraries and facilities; and excellent alumni and private support.

An excellent institution must be able to compete financially with private industry as well as with other government agencies if it is to be able to employ and retain highest quality faculty and staff.

Recommendation Number One. One important key to quality teaching is the student-faculty ratio. This ratio must be low enough to facilitate learning at its best.

Recommendation Number Two. In an institution of excellence, in-service programs should be provided for the improvement of teaching quality. There should also be regular evaluations of teaching—by students, by peers, or both. Excellence in teaching should receive regular acclaim and tangible rewards.

Recommendation Number Three. Research and related activities and service by faculty members should be recognized and rewarded and should be the subject of long-term and stable support.

Recommendation Number Four. In universities, *tenure* is essential, although tenured faculty remain subject to perennial review.

New Mexicans support higher education excellence. Consistently, polls in New Mexico and throughout the nation show stronger support for education than for any other purpose of government. Consistently, citizens have said that they believe that additional public support for education is necessary.

DOES NEW MEXICO HAVE TOO MANY INSTITUTIONS?

No matter how our system of higher education has developed, there are some very important assumptions which underlie it and with which we agree.

These fundamental assumptions are: *educational access; diversity of opportunity* to attend various types of institutions; and *geographic access,* to minimize barriers of size and geographic features.

We have twenty-three state-supported higher education institutions. Six are four-year universities—two of these (UNM and NMSU) being comprehensive, research, doctoral degree-granting universities; one (NM Tech) being a specialized research and teaching, doctoral degree-granting institute; and the other three (Eastern NMU, NM Highlands U, and Western NMU) being regional universities.

Seventeen are two-year schools—three of these being vocational and technical schools, one being a military institute, and thirteen being associate degree-granting community and junior colleges with vocational and technical training components.

As a Commission, we are very impressed by the dedication, professionalism, and quality of work being done at each of the state's twenty-three institutions of higher education. Each institution is unique and each is highly worthwhile. Each is uniquely important to its students and to its service area—the community, the region, or the state and nation.

In our opinion, none of these institutions is going to be eliminated. There is student demand for all of them. And studies show that where a higher education institution exists in a community,

the percentage of high-school graduates in that area who go on immediately into postsecondary education is significantly greater.

New Mexico is not an urban state. Taking this fact into account, together with the additional fact that other states often have far more *private*, four-year colleges and universities than does New Mexico, we find that our state's system of higher education—and the numbers and types of institutions within it—compares favorably with the systems in other states.

We believe that the New Mexico higher education model is superior to that of Oklahoma, in that we have a better ratio of two-year schools to four-year schools—approximately three to one, as compared to approximately one to one.

We believe that the New Mexico model of higher education is preferable, too, to that of Arizona because our universities have retained more optimal sizes. More than 81,000 students attend Arizona's three universities; the largest has an enrollment of around 40,000.

IS THERE GREAT AND UNNECESSARY DUPLICATION?

There is some feeling in New Mexico that there is great, wasteful, and unnecessary overlapping and duplication in our state's system of higher education. We have not found that to be true.

The missions of the various types of higher education institutions in New Mexico are distinctly different.

The mission of the state's three *vocational and technical schools* is, primarily, to improve the employability of students in their local service areas—regardless of the educational attainment or income level of the student and with particular appeal to students who come from low-income or disadvantaged backgrounds. New Mexico vocational and technical schools can change their programs rapidly to meet local employment needs or opportunities.

All fourteen of New Mexico's other two-year institutions—except one, New Mexico Military Institute—are regular *community and junior colleges*. They seek to serve local students and feature low tuition and open-door admissions. Their faculties concentrate on teaching. School focus is on the local community. Programs are flexible, responding to community needs and employment opportunities, and they include vocational and technical training. The flexibility and missions of the community and junior colleges, as

well as the vocational and technical schools, make them particularly important assets in the drive of our state to attract new industry and promote the development of new private jobs.

The existence of New Mexico Military Institute is firmly rooted in the constitutional provision which created it, the fact that most of its funds come from land and permanent fund monies constitutionally dedicated to it, the intense loyalty of its alumni, the consistently high quality and achievement of its graduates, and the continuing student demand for its programs.

Recommendation Number Five. The Commission feels that New Mexico has *enough* two-year institutions and that no more should be created.

Recommendation Number Six. The Commission feels that the University of New Mexico General College should be expanded to fill the community college need in Albuquerque. For this purpose, the state should provide capital improvement funds to enable the General College to have its own building and other facilities and necessary start-up funds so that the General College will not have to delay unduly in responding to the growing student demand for community-college, associate-degree programs.

Recommendation Number Seven. In addition, credit and associate-degree granting powers should be provided for Albuquerque Technical-Vocational Institute. (In order to avoid unnecessary duplication, it is understood that such new credit courses and associate-degree programs would be subject to prior approval by the Board of Educational Finance and that such new offerings would also be limited by the extent to which the UNM General College moves to take care of such needs.)

In New Mexico's four-year institutions, there is a certain amount of *necessary* duplication. All must and do offer a core curriculum.

The University of New Mexico, New Mexico State University, and New Mexico Institute of Mining and Technology have recently been encouraged to specialize further in particular industry-related research fields as a result of new funds and support provided for Centers of Technical Excellence within the concept of the Rio Grande Research Corridor (and taking into account the national laboratories and other federal facilities which are great assets for New Mexico).

The missions of the two-year colleges and the four-year institutions are and should remain distinctly different.

Recommendation Number Eight. New Mexico has enough state-supported four-year institutions. No two-year school should be converted to a four-year institution.

PROGRAM REVIEW AND QUALITY CONTROL

New Mexico's taxpayers and the Governor, Legislature, and other public officials who represent them are entitled to regular and reliable assurance that, in New Mexico higher education, there is no unnecessary or wasteful duplication of effort and that a dollar's worth of high quality education is being delivered for every dollar spent.

The first responsibility for program review and quality control is in the elected or appointed board which governs an institution of higher education. In New Mexico, the Board of Educational Finance (BEF) also has statewide planning, coordination, budgeting, and oversight responsibilities in respect to higher education institutions.

Recommendation Number Nine. The BEF and the individual institutions should use existing procedures and mechanisms to the fullest for regular, careful, and complete *program review*—to eliminate and prevent unnecessary duplication.

Recommendation Number Ten. The BEF, in cooperation with the Academic Council of the four-year institutions, should complete the five-year program reviews now underway. Similar program reviews should then be undertaken in the other institutions. Each institution should also continue its own strategic planning, self-study, and program review—and as required for accreditation.

Recommendation Number Eleven. The Board of Educational Finance should continue its efforts toward a greater degree of *articulation*—transfer of course credit—between the various higher education institutions in the state.

Recommendation Number Twelve. The Board of Educational Finance should help to eliminate and prevent unnecessary duplication by encouraging institutions to enter into *cooperative education programs,* under which parts of related work can be done at one or the other of the institutions.

Recommendation Number Thirteen. We support state funding for two-way, conference, and other means of *telecommunications* teaching and learning.

Recommendation Number Fourteen. The BEF should have additional staff.

Recommendation Number Fifteen. The BEF should make long-range and annual higher education *needs assessments*—based upon present and projected student demand, business and industrial requirements, and employment opportunities—and the BEF and the institutions should use the assessments for planning and program review purposes.

Recommendation Number Sixteen. We believe that the BEF should act as an advocate for higher education.

ACCESS

Excellence in New Mexico higher education requires that there be no unreasonable barriers to access—unreasonable admissions and retention barriers, unreasonable financial barriers, or unreasonable barriers of sex or ethnicity.

ADMISSIONS AND RETENTION

There is an "open admissions" policy in New Mexico higher education. We think this is the correct policy. This does not mean that every student is entitled to free admission to every institution and every type of institution in our higher education system. At present, we have a good mix of types of institutions and admissions standards.

Access to higher education will be enhanced through facilitated *articulation*, more *cooperative education programs*, and through two-way, conference, and other means of *telecommunications* teaching and learning.

Access to higher education will also be enhanced to the degree that *day care services* are more available to students.

Recommendation Number Seventeen. We recommend that every higher education institution in the state set up a planning committee in regard to *day care*, survey the demand and availability, serve as a child care referral center, and recommend concerning new campus day care facilities.

Recommendation Number Eighteen. Sufficient state funds should be provided by the state for the initial surveys, determinations, and services recommended and, ultimately, for the state's share (in

addition to federal funds and sliding-scale parent fees) of the costs of campus day care itself.

In all of New Mexico's higher education institutions there are impressive programs underway to increase retention rates—even with inadequate state funding for this purpose. We think this is very important.

Recommendation Number Nineteen. Special outreach efforts and psychological support systems offered through ethnic and women's centers can be very important. We recommend them.

Recommendation Number Twenty. Sufficient funding should be provided to support retention efforts.

FINANCIAL BARRIERS

New Mexico is forty-third in the nation in per capita income.

Recommendation Number Twenty-one. The state of New Mexico is to be commended for providing work-study and other student financial aids in higher education. We recommend the improvement of such support—through the provision of new *graduate fellowships* aimed at underrepresented categories of students and through the funding of new undergraduate *merit scholarships.*

Recommendation Number Twenty-two. Resident tuition rates in New Mexico should not be substantially increased—not more than five percent in 1984.

Recommendation Number Twenty-three. Nonresident tuition rates should not be substantially increased, either. The ratio of nonresident to resident students in New Mexico is not out of line—an average of 12 percent for the universities.

BARRIERS OF SEX AND ETHNICITY

New Mexico student bodies, faculties, and administrations should, like our state, be multicultural—representing not just white or Anglo males, but also women and minorities (including Hispanics, Native Americans, Blacks, Asian Americans, and others). We cannot have excellence without diversity. They are inseparable.

The percentage of women students in New Mexico higher education institutions is around 50 percent or more.

We have made progress, in regard to minority students, but continued efforts for recruitment, outreach, and retention are required. We can do better.

Recommendation Number Twenty-four. Outreach, recruitment, and financial assistance are required for minority students, generally, and for Native Americans in particular.

Recommendation Number Twenty-five. Utah treats Navajo students living anywhere on the Navajo reservation as state residents for tuition purposes. New Mexico law should be changed to do the same.

Low-income and minority students frequently come to the campus underprepared for college work because of their backgrounds and schools. Higher education institutions have an obligation to give special attention to their basic skills needs.

A change in the funding formula and policy of the Board of Educational Finance in regard to off-campus programs, so as to permit and encourage them, could also be very important to Native American students.

The concept of access to higher education is not just concerned with the access of students. It includes access to faculty and administrative positions, too. And here is where renewed and vigorous effort is especially needed in New Mexico higher education.

Recommendation Number Twenty-six. We recommend that Governor Toney Anaya reissue Executive Order 81-45, of the previous administration, requiring affirmative action plans of state agencies and urging similar plans for each of New Mexico's higher education institutions.

Recommendation Number Twenty-seven. We recommend that each institution establish an "Affirmative Action Council," made up of faculty, staff, and administration members and that each academic department and administrative division within each institution establish annual affirmative action goals, based upon a carefully analyzed and fully updated "pool" of women and minorities available for employment in such departments and divisions. The Council should review employment, promotion, tenure, and termination decisions. Annually, each department and division should make a report on affirmative action results, not just efforts. The presidents should forward these reports—and any grievances filed—to the Governor, annually.

FUNDING

Greater investment in New Mexico higher education is required, now and in the years to come, if we are to promote excellence.

We have recommended many serious and important actions which do not require additional money but which will greatly improve New Mexico higher education. Others of our recommendations *will* require additional funds. First, we list longer-range needs. Then we make recommendations for 1984.

We have achieved much. But present areas of excellence will quickly be eroded if we do not protect them now with adequate investment. Excellent programs will lose professors, administrators, and staff—as is already happening—if we do not provide competitive compensation.

FACULTY AND STAFF COMPENSATION

We have found the present faculty and staff in New Mexico higher education generally to be dedicated and hard-working—putting in far more hours, of course, than those required for instructional duties alone. But compensation levels are inadequate.

Teachers in New Mexico vocational and technical schools made a 1982–83 average of 17 percent less than New Mexico public school teachers. Faculty in our two-year community and junior colleges made a 1982–83 average of 8.6 percent below the Mountain States community colleges. (This is excluding New Mexico Junior College, Hobbs, and San Juan College, Farmington, because they receive a majority of their funding from local property taxes. With them, the New Mexico average is still 5.5 percent below the Mountain States average.)

The four-year universities in New Mexico were seven percent below the national average faculty compensation in comparable institutions in 1982–83.

Faculty compensation at the UNM Law School in 1982–83 was 12 percent below the national average for law schools. At the Medical Center, faculty compensation was 26 percent below the national average for comparable institutions.

The engineering programs at UNM and NMSU have special problems, also.

Stipends for graduate assistants, teaching assistants, and research assistants should also be increased to ensure a steady flow of the best students into our graduate programs. And the number of graduate assistantships supported by the state should be increased.

Compensation for higher education staff members is woefully low. This is a great concern because quality staff members are

absolutely necessary in an institution of excellence. Yet, in New Mexico institutions of higher education, staff compensation is, if anything, worse by comparison than faculty compensation. At UNM and NMSU, for example, staff compensation in 1982–83 was 24 percent below the average compensation for comparable state employees in New Mexico (15 percent below the average of New Mexico compensation for state employees other than secretaries). More than 500 full-time staff people at NMSU are eligible for food stamps! UNM average staff compensation is below that for state employees, as well as employees of Albuquerque Public Schools and the City of Albuquerque—and greatly below compensation in comparable private industry.

In regard to faculty and staff members, it is axiomatic that it is the best people who are most likely to have other options. Right now, we have the opportunity to turn the situation around.

Recommendation Number Twenty-eight. We recommend annual increases in overall funds for faculty-staff compensation and graduate student aide stipends sufficient, if spread throughout the system, to raise the faculty compensation at our four-year universities to the 1982–83 national eightieth percentile of such institutions within five years—with the national eightieth percentile figure corrected each year, of course, to reflect projected annual average national salary increases. (This would, at the same time, raise the faculty salaries at our two largest universities to levels above the average for our region.)

THE BEF FUNDING FORMULA

Formula funding reduces conflict among institutions. But the system should be substantially changed to meet present problems and needs.

Recommendation Number Twenty-nine. We recommend that the BEF undertake a new study and overhaul of the funding formula. Funds are needed for development of alumni and other private support, for more intensive retention programs, and for rapid-action postsecondary vocational and technical school response to local business and industrial needs.

Recommendation Number Thirty. Funds are needed to reduce student-professor ratios.

FTE-driven funding does not sufficiently recognize that certain core courses—a programmatic base—may be necessarily required

in an institution, even though, from time to time, the number of students involved is low.

Recommendation Number Thirty-one. The BEF formula should recognize the necessity of a programmatic base in each institution.

Our libraries are below national and regional standards. A 1979 study of 196 doctoral degree-granting institutions in the United States, for example, ranked NMSU's library 136th and UNM's library 91st. Since then, a 1982 study shows that NMSU has slipped to 138th.

Recommendation Number Thirty-two. A figure of six percent of an institution's instructional and general budget should provide for a steady-state library operation. The BEF funding formula should be changed to incorporate this new item.

Institutions need to provide equipment resources, such as microcomputers, for faculty—and, today, this includes faculty in the social sciences and humanities, as well as in science and engineering—so that they may effectively educate students and conduct quality research.

Recommendation Number Thirty-three. The BEF formula should be changed to provide regular, annual funds for instructional and related equipment, and the formula should also recognize that maintenance of such equipment should be provided for—through funds equal to ten percent of acquisition costs—and depreciation schedules should be established for the replacement of technical equipment.

Changes have occurred in relative costs within and among discipline clusters since these clusters were established in 1976 for funding purposes.

For example, computer science at UNM, NMSU, and NM Tech is presently in the mathematics discipline cluster, one of relatively low cost. But because of the cost of computers (their purchase and maintenance) and because computer science faculty members are in great demand and can make so much more money in business and industry than they do in higher education, computer science should be removed from the mathematics discipline cluster and put in a separate cluster, recognizing its higher cost.

Recommendation Number Thirty-four. The overhaul of the BEF funding formula should take into account, in rearranging discipline

clusters for funding purposes, the changes which have occurred in recent years in the funding requirements for the various disciplines.

Dean David Colton of the UNM College of Education has pointed out to us that most of those who will be teaching in New Mexico public schools in the year 2000 are *already* teaching. Thus, the improvement of public school education is highly dependent upon the continuing education and training of present teachers.

Dean Colton points out further that the best teaching and learning for teachers takes place when they are taught together, in a group of their own local colleagues. Geographical and funding restrictions on off-campus instruction greatly inhibit the offering of this kind of continuing education and training by New Mexico colleges of education.

Recommendation Number Thirty-five. The BEF funding formula should be changed to facilitate summer and off-campus instruction so as to better serve the educational needs of all New Mexicans.

1984 FUNDING RECOMMENDATIONS

Our funding and other recommendations are made in the context of longer-range goals—where New Mexico should be five years from now. But, within this context of longer-range planning and the need for stable funding over a period of years, it is essential that we take some urgent funding steps in 1984.

The highest priority funding items for 1984 are: substantially increased compensation for faculty and staff; and one hundred percent funding of the BEF formula.

Recommendation Number Thirty-six. Rounding off increases needed for types of institutions and types of positions, we recommend that overall funding for compensation increases in all New Mexico higher education institutions be increased by a cumulative total of approximately seventeen percent for this and the next fiscal year together, and at least eight percent a year for each of the next four fiscal years thereafter. At least substantial portions of faculty compensation increases should be distributed, under established plans, on the basis of merit—to further help accountability and quality control in New Mexico higher education.

The Board of Educational Finance funding formula was based on 1975 actual costs of education. The formula is supposed to be

adjusted annually according to two factors: projected inflation; and enrollment figures for the past three years. Therefore, the formula must be funded at one hundred percent if higher education institutions in the state are to maintain a steady level of effort.

Because the formula funding for the present year, 1983–84, was cut to ninety-six percent, higher education institutions have had to make injurious cutbacks in their programs.

Recommendation Number Thirty-seven. We recommend that the highest priority—together with an increase in faculty and staff compensation—be given to one hundred percent funding of the BEF formula in the next session of the Legislature.

The four-year universities in New Mexico were all created by the state Constitution, and certain land and permanent fund monies are specifically dedicated to their use.

But, in recent years, the Legislature has begun the practice, in effect, of deducting all or a portion of such monies from the state appropriations which would otherwise be made for the particular institutions. In the present year, this has been particularly damaging for the universities because the deductions were based upon projected income from this source, and the actual income is significantly below the projections.

One thing which has been very clear to the Commission in all of its studies and research has been that some flexibility and discretion in funding is absolutely essential to the promotion of excellence in higher education. This flexibility is highly important if a university is to react rapidly to urgent needs as they arise—for example, to provide extra compensation in order to secure an outstanding teacher and researcher, to pledge revenues for retirement of institutional bonds, to provide minor capital outlays as needed, to make renovations and repairs, and otherwise to help finance institutional excellence.

Recommendation Number Thirty-eight. We recommend that the four-year universities be allowed to regain control of their land and permanent fund monies and that the income from this source not be deducted from regular state appropriations. (Of course, the actual budgeting of these funds will be subject to the oversight and approval of the BEF when it considers institutional operating budgets each Spring).

When research grants are accepted by an institution, overhead charges by the institution are written into the funding grant, so that the institution can provide the necessary support services. There is a present state practice of deducting twenty percent of this overhead, or indirect costs, from state appropriations.

It takes effort—and an investment of money—by an institution to secure research grants—which are so important to the state.

Recommendation Number Thirty-nine. We recommend that each institution be allowed to keep all of its research overhead funds—rather than twenty percent of such indirect costs being charged against appropriations. This money will be seed money and will, in effect, make more money for the state by generating additional research grants.

Recommendation Number Forty. The UNM Medical Center has a special problem in this respect. Ninety percent of overhead on Medical Center research grants is deducted from state appropriations for the Center. This state deduction should be eliminated in stages. In 1984, it should be reduced from ninety percent to sixty percent, and, thereafter, by thirty percent a year until, in two years, the deduction is eliminated.

The Commission has recognized that the BEF is very much understaffed to handle its present and projected responsibilities—if it is to help assure accountability and quality control in New Mexico's system of higher education.

Recommendation Number Forty-one. The BEF needs an additional budget analyst and two additional institutional and needs assessment researchers. We recommend that funds for this purpose be provided in the 1984 appropriations.

We want to keep our best students in New Mexico. Presently, too many of them are going out of state for their education, and, when they do this, there is a much greater likelihood that they will never come home again.

Approximately 1,100 students graduate from New Mexico high schools each year with grade averages and ACT scores that rank them in the top ten percent of all state high school graduates. An average of a little over fifty percent of these graduates go to out-of-state colleges and universities.

Women and minorities are underrepresented among graduate students in New Mexico higher education. We must do more to attract them.

Recommendation Number Forty-two. We recommend that a new system of state *graduate fellowships* for women and minorities be established—70 of these at $6,000 each from 1984 appropriations.

Recommendation Number Forty-three. We recommend the establishment of new *merit scholarships*—200 of these at $2,000 each from 1984 appropriations.

Recommendation Number Forty-four. In addition, we recommend the establishment of *endowed merit scholarships* from capital improvement funds or one-time appropriations—in the amount of $2 million in 1984—50 endowments of $20,000 each and 100 endowments at $10,000 each, these latter endowments to be delivered by the state to the particular institution only when each endowment has been matched by a similar amount raised by the institution from nonstate sources.

Excellence in education and research requires extra compensation for outstanding faculty members and, in some cases, extra support services for them, including secretarial and research assistance and laboratory facilities.

Recommendation Number Forty-five. From capital improvement funds or from other one-time appropriations, the state should set aside $6 million in 1984 to endow chairs, professorships, lectureships, and fellowships.

Of the total $6 million, we recommend that $2 million be set aside for endowed *chairs*—for endowments of $500,000 each, with each such endowment to vest and be paid over by the state to an institution when that institution has raised matching funds from nonstate sources. This will set up four endowed chairs of $1 million each—to provide a professor's entire salary, as well as essential support services.

An additional $2 million should be set aside for endowments of *professorships.* This will provide complete endowments of $100,000 each for ten professorships, with the proceeds from each endowment to be used to supplement the salary of outstanding faculty members. The other half of this money should be used to endow, on a challenge grant, matching fund basis, ten more professorships with $100,000 each in state money, to be vested in each case when an institution matches the amount from nonstate sources. The

income from these latter endowments—when matched, of $200,000—should be used to supplement the salary of outstanding faculty members.

An additional $1 million should be set aside to endow *lectureships*—ten endowed completely with $50,000 each, twenty more to be endowed on a matching fund basis at $25,000 each. These lectureships should be used to supplement the salaries of promising young faculty members.

A final $1 million should be set aside to endow *fellowships*—twenty of these completely endowed in the amount of $25,000 each, and forty more endowed on a matching fund basis at $12,500 each. These endowed fellowships are greatly needed by the various institutions to assist and encourage faculty members to undertake special and extra research and teaching projects.

The benefits from an extraordinary investment in libraries will accrue internally in the improvement of instruction, research, and service. The investment will also result in the increased ability of our institutions to serve as data bases and resource centers, and this is very important for economic development in our state.

Recommendation Number Forty-six. Based on assessed statewide needs, we recommend a five-year, $20 million extraordinary allocation for *library acquisition*—in addition to regular appropriations for this purpose and the change in the BEF formula which we have recommended in respect to library support. These special funds will provide an opportunity for New Mexico's higher education institutions to catch up with comparable institutions.

This $20 million (which includes 20 percent, capitalized, to process and provide access to the materials) will be used for the acquisition of library materials, computerized data bases, and improved library availability through computerized means—and should be provided at the rate of $4 million a year for five years.

The BEF should coordinate these acquisitions and expenditures to eliminate unnecessary duplication of services and encourage cooperation among institutions.

New Mexico institutions of higher education are running far behind need in *instructional equipment*. Computers cost more than slide rules.

Recommendation Number Forty-seven. We recommend the provision of special funds for microcomputers and other modern in-

structional equipment in the amount of $14 million, provided over a five-year period at $2.8 million per year. To this amount, ten percent should be added for maintenance.

The Commission has been greatly encouraged by the strong leadership of Governor Toney Anaya in the promotion of excellence in New Mexico higher education, including support for a tax increase if necessary for this purpose. The Commission supports the Governor in that position.

We agree with state Secretary of Finance and Administration Denise Fort, who has said: "The resources are available for the kind of educational system we need. The tax cuts enacted in the 1981 Legislature reduced the state revenue by $262 million for this year. Even before the tax cut, New Mexico's revenue raising effort was rated as underutilized by the ACIR (Advisory Commission on Intergovernmental Relations). The $262 million cut reduced this ACIR rating even further. We did raise taxes for this year by approximately $110 million. This leaves a margin of over $150 million before we ever reach our previous level. None of these figures even considers the impact of the federal income tax cuts which left New Mexicans with a net reduction in taxes despite the state increases last July."

GOVERNANCE

Colleges and universities are not like other public institutions or agencies. They test, debate, question, discover, and teach ideas—new and old.

The discovery and dissemination of truth by higher education institutions is facilitated by their insulation from immediate popular control. There has always been a concern, too, that government might attempt to use the teaching and learning process for propaganda purposes.

New Mexico's Constitution established both the importance of higher education and the importance of its insulation. All of the state's four-year institutions were created by constitutional provisions, and their "management and control" were lodged in individual, constitutional boards of regents. Other two-year schools are governed by separate, locally-elected boards.

In 1951, the Legislature created the Board of Educational Finance, as one study has put it, "to serve as a 'buffer' between the insti-

tutions and the Legislature, and to reduce the confusion that was present in funding higher education." Our state followed the national pattern in lodging this state authority in a several-member board, rather than in a single state official. We believe that the several-member board structure is worth retaining in New Mexico.

Initially, the BEF was a mixed, legislative-executive agency. Until 1959, legislators were regularly appointed as members of it. Since that time, the BEF has been an executive agency.

CONSOLIDATED OR SUPERBOARD NOT DESIRABLE

During the period from 1919 to 1947, various New Mexico studies recommended that the number of higher education institutions in the state should be reduced and that the individual boards of regents should be replaced by a single, statewide consolidated governing board. Each of these studies and proposals was rejected by the Legislature or the people of the state. Thereafter, the Legislature created the BEF.

In the intervening years since, no serious drive has been mounted in New Mexico to replace the individual boards of regents or other governing boards with a statewide consolidated governing board. We think that none should be.

Such a change would require an amendment to New Mexico's Constitution by statewide vote. All of our state's institutions, together with their friends and supporters, would vigorously oppose it in a bitter and prolonged fight which would greatly delay and divert attention from the other progressive steps and increased funding which are urgently needed for excellence in higher education.

It would be no less difficult, politically, to set up a constitutional "superboard" in New Mexico, with authority over all the individual boards. The various institutions and their friends and supporters would be no less vehement in their opposition to this proposal.

A superboard would make the administration of higher education in New Mexico more complex, rather than more simple, and would add an unnecessary layer of bureaucratic duplication.

With a superboard, Oklahoma, for example, has not reduced the number of its institutions of higher education. Indeed, in recent years, their institutions have increased from eighteen to twenty-seven, and several of the two-year institutions have been converted to four-year institutions.

We were impressed by reports that consolidated governing boards in Arizona and North Carolina have tended to "drag down" their best institutions, with a leveling effect.

A consolidated governing board or a superboard has not kept higher education funds adequate in either California or Oklahoma.

Recommendation Number Forty-eight. We recommend against the creation of a consolidated governing board or a superboard in New Mexico.

It is clear that the BEF is not merely a coordinating agency. Nor is it only a finance agency.

Recommendation Number Forty-nine. Budgetary authority over the School for the Deaf and the School for the Visually Handicapped is administratively misplaced in the BEF. This authority should be transferred to the Office of Education in the Department of Finance and Administration.

Recommendation Number Fifty. Jurisdictional changes are needed in respect to the three vocational and technical institutions—Albuquerque Technical-Vocational Institute, Luna Vocational-Technical Institute, and Tucumcari Area Vocational School. At present, curriculum and program authority over these institutions is lodged in the State Department of Education, and budgetary authority over them is excerised by the Office of Education in the Department of Finance and Administration. This split authority is not conducive to the promotion of excellence. It should be unified. Since these institutions are higher education institutions, this unified authority should be given to the BEF. Our recommendation in respect to BEF budget authority over these schools is predicated on the proviso that the funding objections and problems of the schools involved can be worked out between the BEF and the schools, prior to any formal action on this recommendation.

Finally, we feel that excellence in higher education is a goal worth pursuing in New Mexico, and we urge a strong, stable, and long-term commitment to it.

Introduction

"New Mexico's system of higher and postsecondary education is of great importance to the state's economic and cultural future—to the future of New Mexico's people and their opportunities, here at home; the quality of life and the stimulation of ideas, innovation, and intellectual thinking and pursuits; the climate and human resources necessary for sound economic development and new jobs."

Those were the words which Governor Toney Anaya used in his Executive Order of June 21, 1983, creating the Governor's Commission on Higher Education and naming its chairman (Fred R. Harris) and twenty-nine members. He added that "a strong commitment to excellence at all levels is a vital investment in New Mexico's future." Determining just what that "investment" should be, as well as defining "excellence" in New Mexico higher education (a term which includes all postsecondary education and training) and recommending how best to promote it, were the principal tasks which the Governor directed the new Commission to undertake.

The Governor stated, "New Mexico is blessed with a number of solid and proud institutions of higher learning and postsecondary education and training, all with dedicated faculties, administrators, and staff." The work of this Commission has confirmed that statement.

Governor Anaya directed the Commission to "review and focus public attention on the admirable work presently being done in New Mexico four-year and two-year higher education institutions in the fields of education, training, research, economic development, and public service." That we have done—in our work and in this report.

But the Governor's charge to the Commission went further. He declared that "there is a need to think ahead, better coordinate the planning and development of these institutions and their programs, and promote educational excellence." For that reason—and as its central purpose—Governor Anaya directed the Commission on Higher Education to "make a complete study of the structure and organization, funding, and policymaking of New Mexico higher education and postsecondary education and training, and produce recommendations for the improvement thereof and the promotion of educational excellence."

This report is the Commission's response.

WORK OF THE COMMISSION

The Governor gave us a serious task. We took our job seriously. As directed by him, we held nine public hearings—one at each of the six state-supported, four-year universities and an extra one for the University of New Mexico School of Law and Medical Center; one for the three state-supported technical and vocational schools and institutes; and one for the fourteen state-supported associate degree-granting community and junior colleges. These hearings served dual purposes. They were an important source of data and information for the Commission. The prospect of the hearings frequently caused local administrators and faculty to undertake institutional self-studies or to refine their own thinking and recommendations in order to better prepare for testifying. The hearings also served to spotlight the good things being done in New Mexico higher education and training.

The Commission held six other meetings prior to its final meeting with the Governor for the delivery of this report. Two of these meetings were much like hearings—one a meeting with the state Secretary of Revenue and Taxation to inquire into the tax burden of New Mexicans relative to other states and earlier times, the other a meeting with fifteen business and industrial leaders to solicit their views about higher education and training needs in New Mexico.

The Commission gathered data in other ways. Research and study were conducted by our own staff. Issues papers were prepared on particular subjects by members of the Commission and a good many others. These are noted in the "Acknowledgements and Appendices" section of the report. All issues papers, statements made

at hearings, and a good deal of other material have been indexed and bound and are available in the Zimmerman Library at the University of New Mexico and at the State Records Center and Archives in Santa Fe.

Our search has been free. And we have attempted to tell the full truth as we learned it, both in our findings and in our recommendations.

Some counseled that we should limit our recommendations to the so-called "political realities." We rejected this advice—first, because we did not think it our job to decide what was politically realistic; second, because we were not sure that we were competent to do so; and, third and most important, because we felt that any telling of less than the truth about what needed to be done, in order to make it fit within "political realism," would almost certainly change political reality itself, thus reducing what was politically possible because of short-sighted goals.

HIGHER EDUCATION IN NEW MEXICO

Three executive-department state agencies have principal responsibilities for budgets and funding, coordination and planning, and oversight and supervision in respect to higher education.

STATE AGENCIES

The Board of Educational Finance, the major state agency concerned with New Mexico higher education, consists of thirteen members appointed by the Governor, including two student members, one of whom has a vote. The Board elects its own chair and vice-chair and employs a professional staff, headed by an executive secretary. Under planning statutes, the Board also serves as the State Commission on Postsecondary Education.

The Board of Educational Finance is the coordinating and funding agency for the four-year and two-year state-supported higher education institutions. For state-supported postsecondary vocational and technical schools, the State Board of Education is the agency which has the responsibility for oversight and supervision. The Office of Education in the state Department of Finance and Administration supervises the budgets and funding of the vocational and technical schools, except that the State Board of Education is charged with the allocation of federal vocational educational funds. The

State Board of Education is made up of ten members elected by districts. It employs a professional staff, headed by the State Superintendent of Public Instruction.

STATE-SUPPORTED POSTSECONDARY INSTITUTIONS

New Mexicans have a wide range of opportunities available to them for postsecondary education. The state has created twenty-three state-supported institutions. Six were created by the Constitution, with constitutional boards of regents. The others were established by statute.

Vocational and Technical Schools

New Mexico has three state-supported postsecondary vocational and technical schools, funded by a combination of local property tax levies and state appropriations. One of these, *Albuquerque Technical-Vocational Institute* (with a Fall 1983 student headcount of 11,500) is a technical-vocational institute. It has its own locally-elected governing board and bonding authority. The others, *Luna Vocational-Technical Institute* of Las Vegas (with a Fall 1983 student headcount of 2,550) and *Tucumcari Area Vocational School* of Tucumcari (with a Fall 1983 student headcount[1] of 1,422) are area vocational schools, governed either by the local school board (Tucumcari) or by representatives from each of the local participating school boards (Luna), and have no separate bonding authority.

These three schools offer no associate degrees themselves but have entered into articulation agreements—for transfer of credits—with nearby higher education institutions.

Community and Junior Colleges

There are fourteen state-supported two-year community and junior colleges in New Mexico. They are organized and governed in different ways, depending upon the constitutional or statutory provision under which they were created. Their postsecondary missions are much the same, however. All grant associate degrees. All except one, New Mexico Military Institute, are also involved in vocational and technical training.

Nine of these colleges are branches of one of three four-year universities, created with the approval of the Board of Educational

Finance. They are governed by the regents of their parent institutions and have local advisory boards. The branch colleges are funded by a mixture of local property tax levies, tuition and fees, and state appropriations.

Eastern New Mexico University has two branch colleges, each headed by a provost. They are: *Eastern NMU at Clovis* (with a Fall 1983 student headcount of 1,807); and *Eastern NMU at Roswell* (with a Fall 1983 student headcount of 1,393).

The University of New Mexico has three branch colleges, each headed by a director. They are: *UNM-Gallup Branch* (with a Fall 1983 student headcount of 1,454); *UNM-Los Alamos Branch* (with a Fall 1983 student headcount of 763); and *UNM-Valencia Branch* (with a student headcount of 615 in Fall 1983, its second year of operation).

New Mexico State University has four branch colleges, each headed by a campus director. They are: *NMSU-Doña Ana* (which is on the campus of the parent university and had a Fall 1983 student headcount of 618); *NMSU at Alamogordo* (with a Fall 1983 student headcount of 1,408); *NMSU at Carlsbad* (with a Fall 1983 student headcount of 846); and *NMSU at Grants* (with a Fall 1983 student headcount of 497).

The other five community and junior colleges are free-standing and self-governing. Two have constitutional, statewide boards of regents. One of these is *New Mexico Military Institute* at Roswell (with a Fall 1983 student headcount of 431 in its junior college component). New Mexico Military Institute is principally financed from its land and permanent fund and tuition and fees, but it also receives some state-appropriated funds. The other is *Northern New Mexico Community College*, with principal headquarters in El Rito and its more populous campus in Española. (Its combined Fall 1983 student headcount was 1,058.) Northern New Mexico Community College is financed by a combination of land and permanent fund monies, tuition and fees, and state appropriations.

The other three self-governing community and junior colleges (organized as one or the other under separate statutes) have locally-elected boards in the school district or districts they serve, and they are funded by a combination of local property tax levies, tuition and fees, and state appropriations. These are: *New Mexico Junior College* in Hobbs (with a Fall 1983 student headcount of 2,570) and *San Juan College*, a community college in Farmington (with a Fall 1983 student headcount of 2,390); and *Santa Fe Com-*

munity College in Santa Fe (with a student headcount of 1,068 in Fall 1983, its first year of operation).

Regional Four-Year Universities

At three of New Mexico's four-year institutions of higher education, teaching is the primary mission. The three offer a variety of undergraduate programs and a limited number of master's level programs. A majority of their students come from a four-to-six-county area around each institution. Their faculties also engage in research and public service.

The largest of these three universities is *Eastern New Mexico University* (Eastern NMU) at Portales (with a main-campus student headcount in Fall 1983 of 3,748). *New Mexico Highlands University* (NM Highlands U) at Las Vegas is next (with a Fall 1983 student headcount of 2,326). It primarily serves the northeast section of the state. Serving, principally, the southwest section of the state is *Western New Mexico University* (Western NMU) at Silver City (with a Fall 1983 student headcount of 1,780). All three universities are financed by state appropriations, tuition and fees, and land and permanent fund monies.

Research and Teaching Institute

Unique among New Mexico's four-year institutions of higher education is the *New Mexico Institute of Mining and Technology* (N.M. Tech) at Socorro (with a Fall 1983 student headcount of 1,345). It is a "special mission" research and teaching institute, concentrating in the physical sciences and mineral engineering. N.M. Tech offers both graduate and undergraduate programs and is one of the state's three doctoral degree-granting institutions. It is governed by a constitutional, statewide board of regents and is financed by a combination of land and permanent fund monies, tuition and fees, state appropriations, and outside research and other grants. The Bureau of Mines is a state agency within N.M. Tech which supports the institute's mission.

Comprehensive Research Universities

There are two comprehensive teaching, research, and public service universities in New Mexico. *New Mexico State University* (NMSU) is at Las Cruces (with a main-campus Fall 1983 student

headcount of 12,926). It was established as the state land-grant institution, emphasizing agriculture, engineering, and the sciences. It now confers doctoral degrees in these and several other fields. Within NMSU, the Agricultural Experiment Station is engaged in research activities throughout the state. Its Cooperative Extension Service and the State Department of Agriculture are involved in statewide public service and educational functions. Another important research facility, Clinton P. Anderson Physical Sciences Laboratory, is also a part of NMSU.

The *University of New Mexico* (UNM) at Albuquerque (with a main-campus Fall 1983 student headcount of 23,897) offers a full range of disciplines except agriculture. Within UNM are the state's only professional schools of law, architecture, medicine, and pharmacy. The UNM Medical Center includes a hospital, a cancer research and treatment center, a mental health and mental retardation center, and a children's psychiatric center.

Both of these comprehensive universities have their own constitutional, statewide boards of regents, and both are financed by land and permanent fund monies, tuition and fees, and state appropriations. They receive substantial outside research and other funds.

Rio Grande Research Corridor

The state of New Mexico has recognized that it has special scientific and technical assets, particularly important for economic and industrial development. Included in the "Rio Grande Research Corridor" are two major national laboratories, Los Alamos National Laboratory, Los Alamos, and Sandia National Laboratory, Albuquerque; Holloman Air Force Base, Clovis; White Sands Missile Range, White Sands; Kirtland Air Force Base, Albuquerque; a branch of Johnson Space Center, White Sands; the Very Large Array Radio Telescope, Socorro; and the state's three research institutions of higher education: New Mexico Institute of Mining and Technology, New Mexico State University, and the University of New Mexico. There is increasing cooperation along this "Rio Grande Research Corridor." The three state institutions have received special state funds for Centers of Technical Excellence. These funds are administered by the state Department of Economic Development and Tourism, formerly the Department of Commerce and Industry, and its Advisory Committee on Technical Excellence.

OTHER POSTSECONDARY INSTITUTIONS

There are three federally funded, postsecondary institutions in New Mexico which serve Native Americans. They are: Navajo Community College—Shiprock Branch (with a Fall 1983 headcount of 316); Southwest Indian Polytechnic Institute, Albuquerque (with a Fall 1983 headcount of 502); and the Institute of American Indian Arts, Santa Fe (with a Fall 1983 headcount of 170).

There are four private, four-year colleges and universities in the state which serve five percent of our college population. They are: the College of Santa Fe and the University of Albuquerque, both liberal arts institutions; the College of the Southwest, Hobbs, a general education institution with a career focus; and St. John's College, Santa Fe, a great books, liberal arts institution affiliated with St. John's College of Annapolis, Maryland. St. John's at Santa Fe is the only private institution in New Mexico which grants a master's degree.

There are approximately ninety proprietary schools in New Mexico operating under one of two state statutes. They generally specialize in entry-level job skills for technical occupations. The private and proprietary institutions perform a valuable service for the state without direct state funds. In addition, there are seven out-of-state schools offering postsecondary programs in New Mexico.

ENROLLMENT TRENDS IN NEW MEXICO

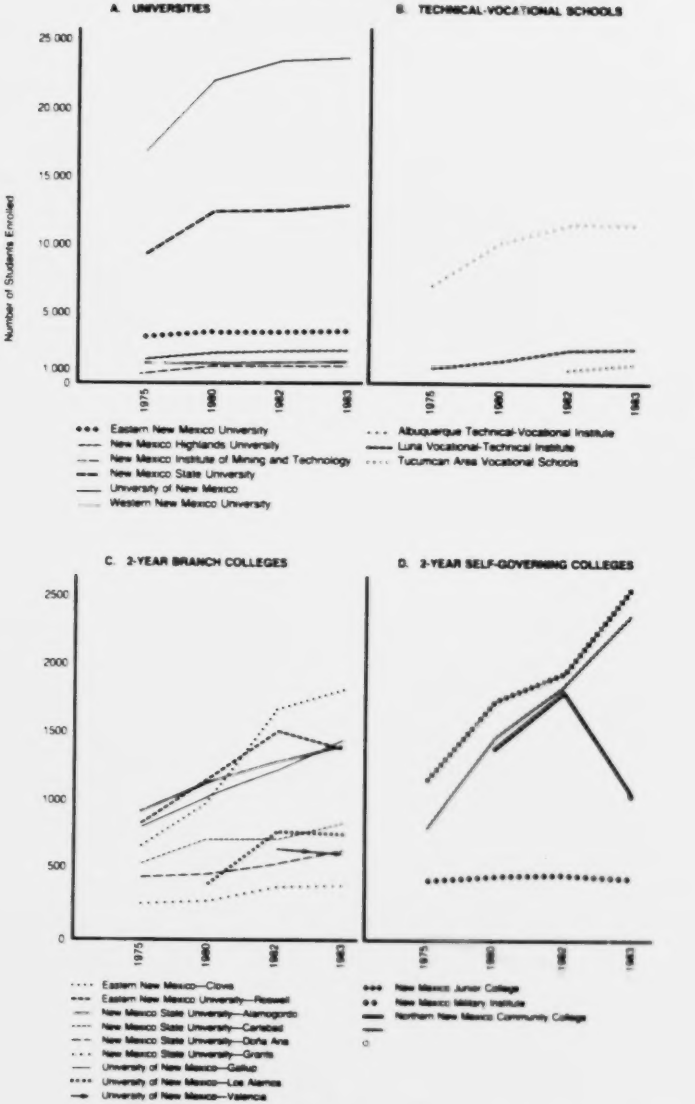
Overall student enrollments in New Mexico state-supported higher education institutions are projected to increase, although there may be some change in distribution among institutions. Earlier enrollment projections to the contrary were mistaken because new factors already in operation in New Mexico were not taken into account by them.[2]

When unemployment increases and state revenues slacken, postsecondary enrollments actually increase, as was true in New Mexico in the early 1980s. The greatest enrollment growth during this period came in the two-year institutions.

As the economy perked up thereafter, these special, hard-times enrollment increases leveled off some. But enrollments did not then go back down. Nor will they appreciably.

It is projected that, despite an expected growth in state population, the number of New Mexico high-school graduates will decline

ENROLLMENT IS GROWING: HEADCOUNT



Source: Data for 1975 are from the Board of Educational Finance Student Tables, Table 3, Fall 1975. Data for 1980 are from the Board of Educational Finance Student Tables, Table 1, Fall 1980. Data for 1982 are from the Board of Educational Finance Student Tables, Table 12, 1982. Data for 1983 are from the Board of Educational Finance as of October 4, 1983.

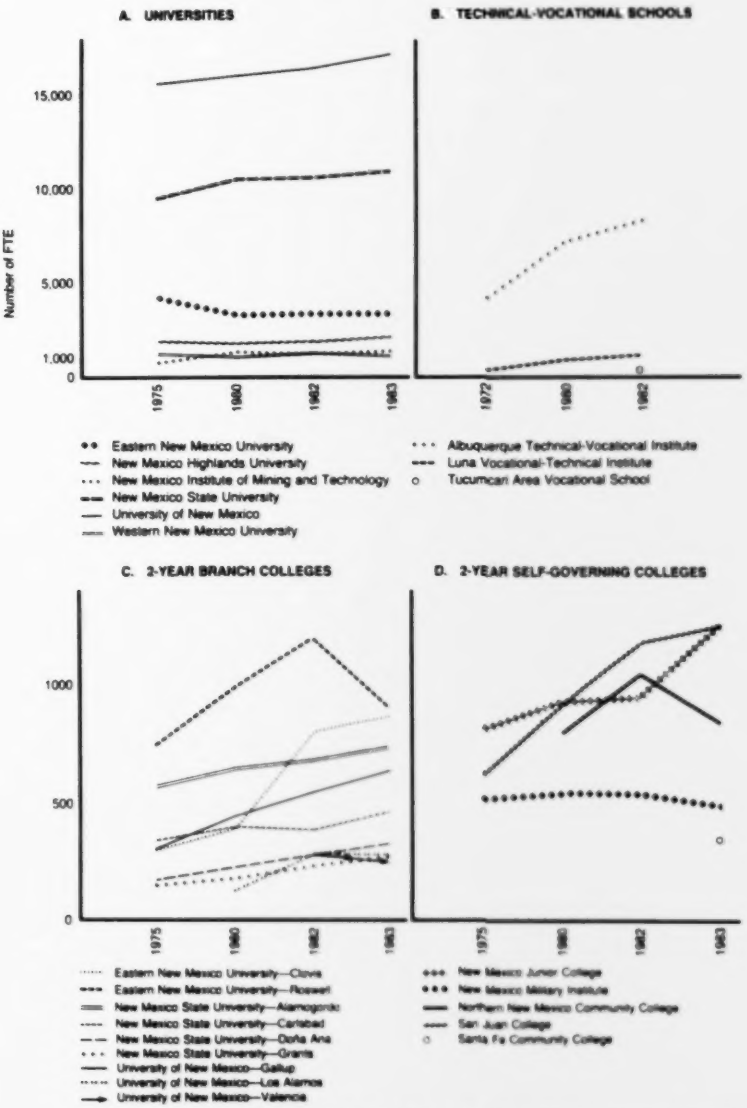
Doña Ana and all New Mexico State University branches are headcount for credit students only. Noncredit students are not counted to keep the figures consistent with other schools.

Data for New Mexico Military Institute, San Juan College, New Mexico Junior College, and Northern New Mexico Community College are from each school's files.

The 1983 enrollment decline at ENMU—Roswell was occasioned by a temporary slump in the petroleum industry. The temporary decline in 1983 enrollment at Northern New Mexico Community College and UNM—Los Alamos was caused by the start-up of the new Santa Fe Community College. Both enrollments are expected to rise in the near future.

BEST COPY AVAILABLE

ENROLLMENT IS GROWING: FULL-TIME EQUIVALENT COMPARISON

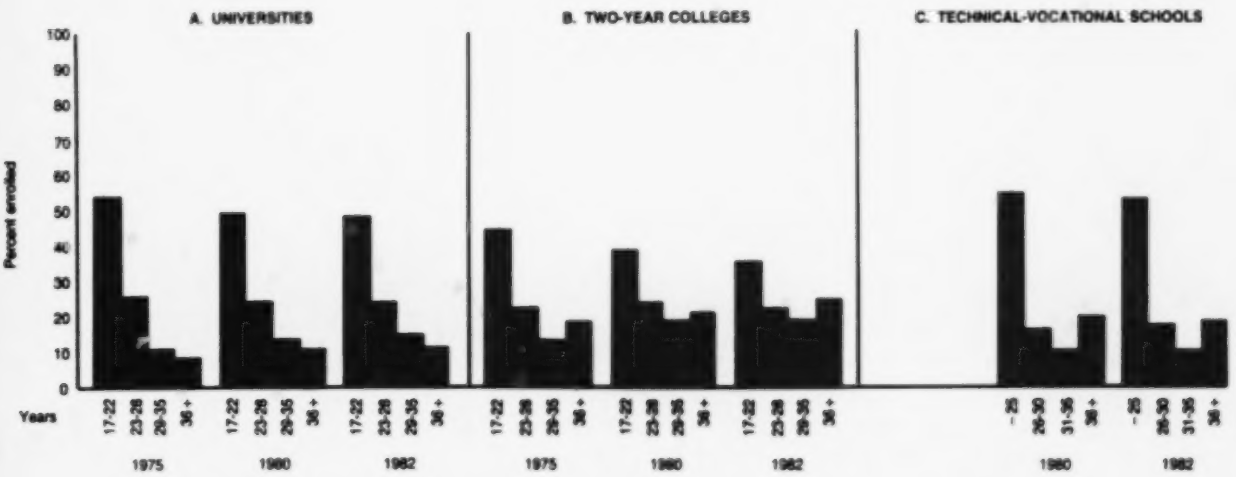


Source: Data from 1975 are from BEF *Student Tables*, Table 3, 1975. 1975 data from the technical-vocational schools are from the *Factbook on New Mexico Public Two-Year Community Colleges and Vocational Schools, 1978-1979* (BEF), p. 33. Data for 1980 are from BEF *Student Tables*, Table 1, 1980. Data for 1982 are from BEF *Student Tables*, Table 12, 1982. Data for the technical-vocational schools were supplied by each school.

The 1983 enrollment decline at ENMU—Roswell was occasioned by a temporary slump in the petroleum industry. The temporary decline in 1983 enrollment at Northern New Mexico Community College and UNM—Los Alamos were caused by the start-up of the new Santa Fe Community College. Both enrollments are expected to rise in the near future.

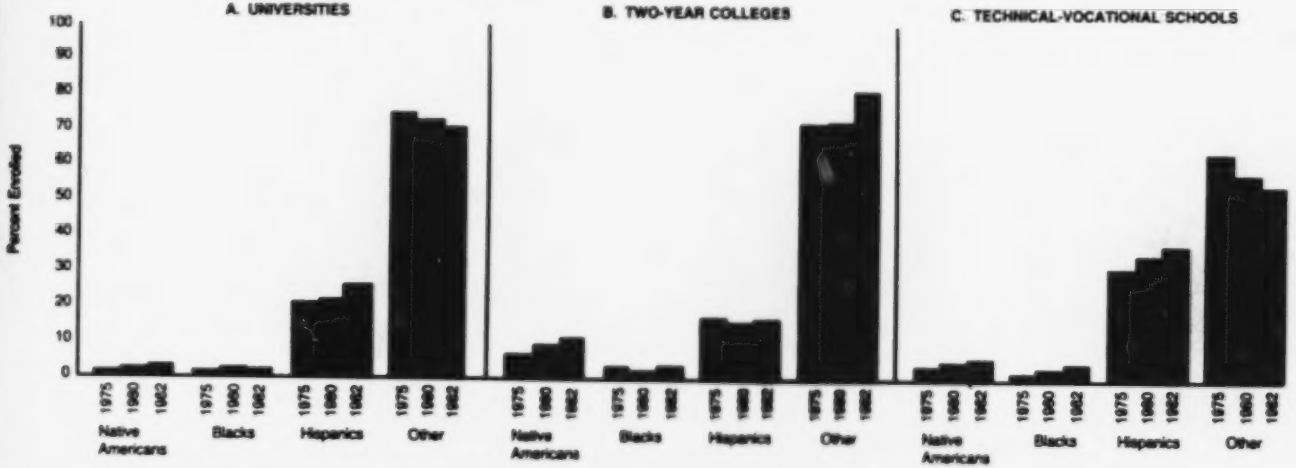
BEST COPY AVAILABLE

THE "LEARNING SOCIETY" MEANS MORE OLDER PEOPLE WILL PARTICIPATE IN POSTSECONDARY EDUCATION



All years compiled from the Board of Educational Finance *Student Tables*, Table 5, 1975, 1980, 1982. Data for the technical-vocational schools were provided by Albuquerque Technical-Vocational Institute. 1975 data are not available. However, the age range of students in 1975 was 16-71, and the mean age was 26.

SOME INCREASE IN MINORITY PARTICIPATION IN POSTSECONDARY EDUCATION



Data are for the fall semester only.

Data for 1975 are from the Board of Educational Finance *Student Tables*, Table 12, 1975, and *Factbook of Public Community Colleges and Vocational Schools*, 1978-1979 (Board of Educational Finance/Commission on Postsecondary Education), p. 33. Data for 1980 and 1982 are from the Board of Educational Finance *Student Tables*, Table 12, 1980 and 1982 respectively. Data from New Mexico Military Institute, Northern New Mexico Community College, San Juan College, and Santa Fe Community College were not included in Table 1.

two to three percent a year from 1983 through 1987 and from one to two percent through the rest of the 1980s. This does not mean that postsecondary enrollments will similarly decline. They will not—for a number of important reasons.

First, the percentage of New Mexico high-school graduates who, immediately after graduation, go on to postsecondary institutions is ten percent below the national average; and the New Mexico percentage is expected to move up toward the national average, as student recruitment in New Mexico becomes more active and as personal income and per capita personal income continue to grow in the state at a little faster rate than national and regional rates. (Per capita income is directly correlated with a propensity for participation in postsecondary education.) The trends toward increasing enrollments by women and minorities, especially Hispanics, are also expected to continue.[3]

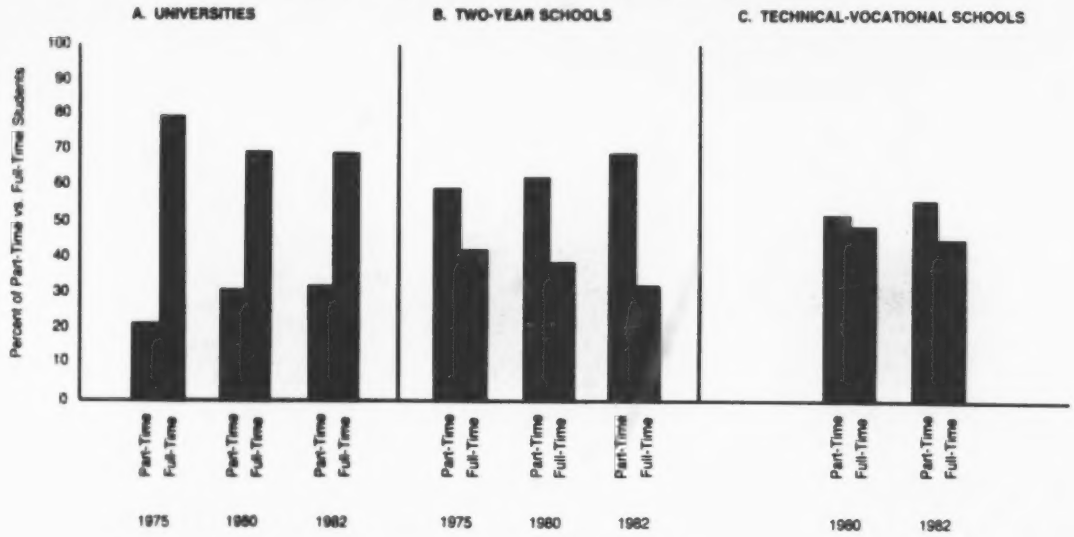
Second, ours is, increasingly, a "learning society," as was stated in the report of the 1983 National Commission on Excellence in Education, and the average age of postsecondary students in New Mexico and elsewhere is increasing. The New Mexico trend toward an increasing percentage of total postsecondary enrollments in the age brackets of 29 years and above is expected to continue.

Third, the retention rate for enrolled postsecondary students in New Mexico—that is, the percentage of those who continue in school until graduation—is somewhat below the national average. With most New Mexico four-year institutions just now embarking on new and aggressive retention programs, it is reasonable to assume that there will be some increase in the state's postsecondary retention rate.

Fourth, the number of new and existing jobs in New Mexico which are tied to higher education and training will foster an upward pressure for increased postsecondary enrollments. A major state source of employment will continue to be research and development. Furthermore, some 250,000 jobs will be added to total employment in the state by the year 2000. Manufacturing employment will grow in importance relative to other types of employment, and much of this new manufacturing employment is likely to be in electronic components and accessories. The rapid movement into the computer age will also produce enormous requirements for additional education and training for members of the New Mexico workforce.[4]

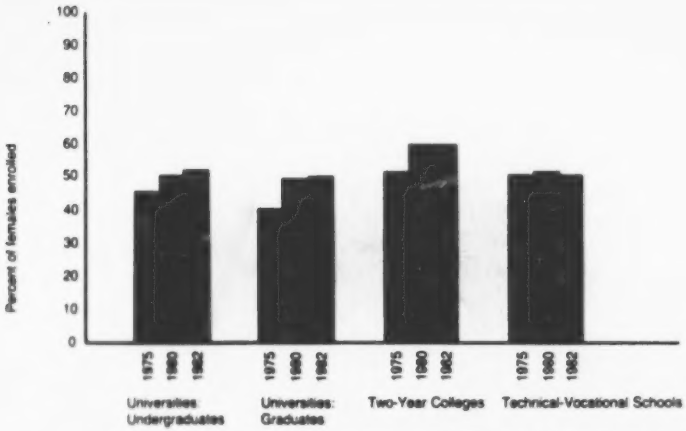
Fifth, continuing trends of increasing job obsolescence will place

COMPARISON OF PART-TIME AND FULL-TIME ENROLLMENT



Data for 1975 are from the Board of Educational Finance *Student Tables*, Table 3, 1975. Data for 1980 and 1982 are from a special computer printout prepared for the Governor's Commission on Higher Education by the Board of Educational Finance. Data for the technical-vocational schools are from the schools themselves. No data are available for Fall 1975.

MORE FEMALES ARE ENTERING HIGHER EDUCATION



Data from 1975 are from Board of Educational Finance *Student Tables*, Table 3, 1975. 1975 data for the technical-vocational schools are from the *Factbook on New Mexico Public Two-Year Community Colleges and Vocational Schools, 1978-1979* (Board of Educational Finance), p. 33. Data for 1980 are from Board of Educational Finance *Student Tables*, Table 1, 1980. Data for 1982 are from Board of Educational Finance *Student Tables*, Table 12, 1982. Data for the technical-vocational schools for 1980 and 1982 were supplied by each school. Not included are data from New Mexico Military Institute and Santa Fe Community College.

larger reeducation and retraining demands on New Mexico institutions of higher education.

Postsecondary education and training in New Mexico, then, will become increasingly important in the years ahead.

ORGANIZATION OF THE REPORT

Governor Anaya's Executive Order creating the Governor's Commission on Higher Education directed the Commission to "make a written report of its findings and recommendations to the Governor prior to the convening of the next session of the New Mexico Legislature." We have complied with that directive.

Our report begins with a detachable section, "Summary and Recommendations," which digests the principal points treated in greater detail in the balance of the book. This "Introduction" then follows, to give a history of the creation of the Commission, a description of its work, an inventory of state postsecondary institutions, and enrollment projections.

Chapter 1, "Toward Excellence," first defines excellence as it relates to New Mexico and its various types of state-supported, postsecondary institutions. The chapter then establishes the im-

portance of the promotion of excellence in New Mexico higher education and training.

Chapter 2, "Missions, Planning, and Accountability—and Excellence," delineates the different roles and missions of New Mexico's various types of postsecondary institutions and then recommends a procedure for program review.

Chapter 3, "Access—and Excellence," deals with equal opportunity in New Mexico for higher education and training in addition to faculty and administrative jobs.

Chapter 4, "Funding—and Excellence," outlines New Mexico's financial abilities and the state's postsecondary institutions' present and future funding needs if excellence is to be promoted.

Chapter 5, "Governance—and Excellence," considers improved coordination of planning and development for excellence in New Mexico postsecondary education and training.

The last section, "Acknowledgements and Appendices," gives much-deserved recognition to the many people who have helped with the work of the Commission. The section also lists additional data and bibliography.

No task is more important to the future of New Mexico and its people than that of undertaking to promote excellence in the state's institutions of higher education. We hope that our report, *THE FUTURE IS EXCELLENCE,* will help to make this task easier and more likely of achievement.

NOTES

1. For a comparison of headcount to full-time enrollment (FTE), see charts entitled "Enrollment is Growing: Headcount" and "Enrollment is Increasing: FTE."

2. R.H. Cady is Director of Institutional Research at the University of New Mexico. We compared Cady's and William McConnell's projections (from a December 3, 1981, Memorandum to Board of Educational Finance members and university presidents, written by Don Stuart, Executive Secretary of the BEF) with the actual figures for 1982 and 1983 and found that Cady's projections were much closer to the actuals than McConnell's, despite the fact that Cady's projections were based on Albuquerque economic growth and dealt with undergraduate enrollments only. Four of Cady's projections for 1983 FTE were below the actuals. Reports from the schools themselves note that they expect a slight increase in enrollment by the end of the decade if not sooner (*Institutional Presentation to the Governor's Commission on Higher Education* by Eastern New Mexico Uni-

versity—Portales Campus, August 29, 1983, p. 3; *Master Plan 1981-1991*, "Program Objectives" and "Five Year Enrollment Projections" by Western New Mexico University, 1981; *Revised Enrollment Projection (UNM 1983-1990)* by R.H. Cady, January 1983; *Task Force 88* by New Mexico State University, 1979, pp. 8–11). Testimony before the Commission's public hearings by heads of the two-year colleges and technical-vocational institutes indicates that the majority of these institutions expect to experience continued growth throughout the decade.

3. An additional factor must be taken into consideration. While high-school graduates may be dropping, the number of General Education Diploma (G.E.D.) recipients is rising in the state. In fact, according to testimony at the Eastern New Mexico University Public Hearing, the number of G.E.D. recipients offsets the drop in high-school graduates.

4. This and other data in this section come from a position paper, "Demand For Higher Education, 1983–2000," by Dr. Lee Zink,Director, Institute of Applied Research Services, University of New Mexico.

1

Toward Excellence

"Excellence implies more than competence. It implies a striving for the highest standards in every phase of life."

So said John W. Gardner in his classic 1961 book, *Excellence.* Gardner challenged America in words which are even more timely now than they were then: "We need individual excellence in all its forms—in every kind of creative endeavor, in political life, in education, in industry—in short, universally."[1]

We agree.

The promotion of excellence in New Mexico higher education (a term which includes all postsecondary education and training) is central to our state's future. What is excellence, in the New Mexico context and as it pertains to higher education? And why is it important—why should we strive for it?

THE IMPORTANCE OF EXCELLENCE

Excellence in New Mexico higher education is well worth pursuing—both because it is a highly important end in itself and because it is a vital investment in the future of our state and its people.

AN END IN ITSELF

An excellent education is a highly important end in itself. It gives people a chance to understand themselves and their environment better.

An excellent education is essential to a democracy. It allows and encourages people to participate in the decisions which govern them and their society.

An excellent education gives people the opportunity to secure the knowledge and skills necessary for gainful work at the highest levels of productivity.

Thousands and thousands of us are living better, happier, more participatory, more productive lives because of higher education. Thousands and thousands more to come will want their turn at such opportunities, too.

A VITAL INVESTMENT

New Mexico expenditures for excellence in higher education should be viewed as an investment, not a cost. *First*, a state commitment to excellence will not only help to generate excellence but, in a synergistic way, will attract more of it: more faculties and students of excellence; more outside support for excellent research; more private funds to support excellence.

Second, excellent higher education institutions will make the state money. New Mexico's higher education institutions are already an important industry. Their total budgets in 1983 exceeded one-half billion dollars. A large percentage of that amount came from out-of-state sources—through research grants, federal funds, and out-of-state tuition, for example.

At the six four-year institutions only, the revenue generated from other sources as a result of state investment totaled nearly a quarter of a billion dollars in 1983 ($238,662,968). In other words, state appropriations for these six institutions accounted for forty percent of their total revenues and expenditures.

Increased state appropriations to achieve higher education excellence will generate, then, greater outside funds.

Third, graduates of higher education institutions earn more money than nongraduates. It is estimated, for example, that a university graduate's lifetime earnings are twice those of other citizens. The 1982 graduating class at New Mexico State University, for example, will have added lifetime earnings of three billion dollars. Our state and nation will recover much more than the cost of education—including the added amounts necessary to promote excellence—in the extra taxes paid on higher incomes.

Fourth, excellence in higher education is central to the attraction of new industry and the development of new private jobs in New Mexico. A commitment to excellence in higher education is important to economic development in a number of ways. Excellently

educated and skilled people are especially needed by industries in the technical fields. Industries tend to go where they can find such people.

Excellent research capabilities in a state provide the kinds of opportunities for industry-higher education collaboration which so many industries seek.

Excellent higher education library materials and data bases are highly attractive to industry.

Industry executives are attracted to states in which their own children can receive excellent educations.

Industries seek locations where cultural opportunities and activities, especially fostered by excellent higher education institutions, are present.

New enterprises blossom and new industries are attracted and thrive where there is an atmosphere of higher education excellence, where there is a stimulating interaction of knowledge and skills with business acumen and drive.

Industries are looking for places where excellent community and junior colleges and vocational and technical schools can move rapidly to meet their training needs.

Thus, the Task Force on Education for Economic Development of the Education Commission of the States declared that ". . . it is our judgement that a high general level of education is perhaps the most important key to economic growth."

New Mexico's greatest assets are its people and its quality of life. We have a large available workforce and a great place to work. We also have far too many poor people. The surest way to turn this liability of poverty into the asset of skilled and educated labor, the surest way we can increase our per-capita income and give our people improved opportunity for better and happier lives, is by a commitment to excellence in higher education.

A PROFILE OF EXCELLENCE

Education is the process of training and developing the knowledge, skill, mind, or character of a person. Educational excellence exists when such training and development are at levels which encourage those who teach and those who learn to realize their maximum potentials.

Excellence in higher education not only describes the input; it also describes the output. We agree with President Robert Matheny

of Eastern New Mexico University, who told the Commission that "Higher education needs to give people analytical skills, the ability to adjust, and the ability to cope with society." Similarly, Frank Carey, head of IBM, told a 1983 meeting of the Education Commission of the States: "Our company is not just looking for people *with technical competence*; we want people who have learned how to learn."

An excellent higher education should emphasize the development of: analytical ability and balanced judgement; a capacity to solve problems and reach decisions in a sound and well organized manner; vigor of mind and imagination; the ability to work with—and lead—others; the ability to understand human behavior and social, political, and economic forces; the character that assures adherence to high principles under stress conditions; and the ability to keep an open mind and continue learning through one's own initiative.[2]

One authority told the Commission:

> A broad and excellent education helps the individual to acquire an understanding and command of one or more of the complex structures of thought that cultures have built and to grasp how vital those structures have been in shaping the world. It not only shows how people in the past have made discoveries but starts the student on the road toward making independent discoveries. It heightens the excitement of learning and of living.
>
> Such an education can make a person more effective in the affairs of the world. It can help one master the art of communication. It can lead to a perception of the importance not only of learning broad generalities and principles but of respecting, gathering, and using facts. It can help one learn organization—the art of marshaling resources to achieve desired ends, whether those resources be ideas, people, or things.

New Mexico institutions of higher education—whether their functions include teaching and service alone or teaching, service, and research—must, if they would strive for excellence, have excellent governing boards; excellent presidents and administrators; excellent faculties and staffs, excellent students; excellent libraries and facilities; and excellent alumni and private support. All boards, presidents and administrators, faculties and staffs, and students

should be representative—by age, sex, and ethnic and racial background—of the institution's public, and this is covered further in Chapter Three.

GOVERNING BOARDS

Some governing boards and advisory boards are appointed. Some governing boards are elected. Some take their authority from the New Mexico Constitution. Others act under statute. Some boards are representative of local areas or communities; others are statewide in their representation.

All have important responsibilities. They should not run the institution, but they should assure that it is well run.[3]

A governing board is ultimately responsible for the management and control of an institution. It acts as a liason between the campus and outside society, interests, and government—assuring the integrity and self-government of the institution; approves and evaluates its mission, broad policy, and strategy; assumes responsibility for its well-being; approves the employment, promotions, and tenure, if applicable, of faculty; serves as the final arbiter in internal disputes involving administrators, faculty, and students; and provides for the internal governance of the institution, stimulating full participation by its constituents, and appoints and removes the president and principal administrators.

The single most important duty of a governing board is the selection of an institutional president. Therefore, great care must be exercised by the board in the selection process, to the end that the best qualified person is chosen. Input should be sought from the various elements and constituencies of the institution.

These serious responsibilities require that board members, whether appointed or elected, should be competent and devoted to the interests of the institution and should be independent, impartial, and free from conflict of interest.

In addition to official meetings, there should be orientation sessions for new board members; informal gatherings—and formal gatherings, through the committee process—with faculty, administrators, and students to provide sensitivity to the interests and interrelationships of the various constituencies within the institution; and regular retreats for longer-range, strategic thinking and discussion.[4]

PRESIDENTS AND ADMINISTRATORS

Presidents make a difference. So do other New Mexico institutional heads, whether they are called provosts, vice presidents, directors, campus directors, or superintendents.

Presidents must be administrators, of course, but, most of all, they must be leaders. In sociological terms, a higher education institution of excellence is a "rank" organization—that is, one composed of a great many people who are well-educated, individualistic, and have considerable control over their own working days. By contrast, a higher education institution is not an "executive autocracy," nor is it a "line" organization, like the military.[5] The military command-obedience model does not fit the higher education institution.[6] Neither does the "rationalist," top-down management model of the business corporation. Indeed, it has recently been asserted by business management experts that this latter model does not even describe America's "best-run" business corporations today. In them, management has been found to be more collegial, more decentralized, and more humanistic than in the poorer run companies.[7]

The administration of a higher education institution of excellence must be characterized by mutual trust and easy communication. It must be open, accessible, information-sharing. It must encourage involvement, participation, innovation. It must be collegial and consultative.

A president of an institution of excellence must put the "human factor" first, must have well-developed interpersonal skills and a sensitivity to others—faculty and staff, students, members of the governing board, alumni and the general public, and officials of state government. Such a president must be a negotiator, an advocate, and a persuader.

A president has a very important external role as a higher education leader—with the public generally, with business and industry, with the national higher education community, and, in fact, with the nation and the world.

A president of an institution of excellence must be a decisive and active leader, one who helps the institution discover and articulate its shared values and goals[8]—values and goals of excellence—and then orchestrates cooperative effort, mobilizes institutional action, toward their realization and achievement.[9]

STAFFS

An excellent support staff is essential to a higher education institution of excellence. Its primary purpose is to increase the productivity of the faculty and students. Staff members perform specialized tasks which only they can do, as well as other tasks which they can do more efficiently than others.

An excellent institution must be able to compete financially with private industry as well as with other government agencies if it is to be able to employ and retain highest quality staff people.

FACULTIES

An excellent faculty makes education *higher* education. The quality of an institution rises or falls with the quality of its most central resource, the faculty.

The goals of higher education in New Mexico, as elsewhere, are: teaching, research, and service. All three of these are pursued at the University of New Mexico, New Mexico State University, and the New Mexico Institute of Mining and Technology. These are the goals, also, of the regional universities—Eastern New Mexico University, New Mexico Highlands University, and Western New Mexico University—but the major resources in these regional institutions are devoted to teaching. At the two-year, associate degree-granting community and junior colleges and at the technical and vocational schools, teaching is the primary mission.

In an institution where all three goals are pursued, they are intertwined. Thus, for example, research helps to keep teaching current. In a university, a faculty member is expected to generate, accumulate and preserve, evaluate, and disseminate knowledge.

Teaching

Imparting knowledge is, of course, the most important thing faculty members do in any institution.

They are expected to: keep fully current in their fields; prepare their lessons and instruction carefully; instruct students and examine and grade them on their progress; serve as academic advisors and, frequently, as career advisors; supervise individual study and problems courses and internship programs; and, in universities, supervise the work and study of graduate students and serve on graduate committees.

Faculty assignments for teaching should and do vary by type of institution and within departments. At the doctoral granting institutions, most faculty have research and public service responsibilities. One important key to quality teaching is the student-faculty ratio. This ratio must be low enough to facilitate learning at its best. Properly placed, teaching assistants can provide faculty members an opportunity to work with large classes, but the focus must be on the effective transfer of knowledge to the student.

In an institution of excellence, in-service programs should be provided for the improvement of teaching quality. There should also be regular evaluations of teaching—by students, by peers, or both.

Excellence in teaching should receive regular acclaim and tangible rewards.

Research

All faculty members are expected to be active in their professional fields. In the universities, and especially in the research institutions, they are not only expected to generate knowledge, but they are also expected to disseminate it to the public, as well as to students. This they do through the publication of articles and books and by the presentation of papers at professional meetings, or through concerts, performances, exhibits, and other activities appropriate for their fields. The research done in doctoral degree-granting institutions should be national in quality and recognition.

Dr. McAllister Hull, Provost at the University of New Mexico, spoke of the importance of research and related activities quite eloquently when he told the Commission:

> The importance of this activity [research] is obvious to the widest audience in the cases of the natural sciences and engineering, for discoveries in these fields, obtained as a result of research, provide the basis for the technological advances of which we are fond. But the social and political structures through which we interact and govern ourselves make possible the technological advances. They also require systematic research and study.
>
> The understanding of humanity through, perhaps, the critical reading of a two-hundred-year-old text, or the study of the dispersion of thousand-year-old pottery styles in meso-America, help us to recognise ourselves and make sense of the social structures we have developed. As conservator and explainer of human values through the disci-

plines grouped under the humanities, the comprehensive university is a major institutional preserver of our fragile civilisation.

Appreciating our heritage of music, art, and theatre is one of the benefits of living in a civilisation that is rich enough to provide food for the spirit as well as food for the belly, and adding to that heritage is a responsibility of each generation. The comprehensive university nurtures the appreciation and contributes to the addition.

The examples could be extended to every discipline in the comprehensive university, for society, in developing this type of institution during the past eight centuries, has recognized the importance of all the disciplines, and of their advancement through research, scholarship and other creative activities.[10]

In our universities, graduate programs are an essential part of both the research and teaching functions.

In an institution of excellence, research and similar activities are subject to peer review—gauged by national standards. Research and related activities by faculty members should be recognized and rewarded and should be the subject of long-term and stable support.

Service

Performance of service should also be recognized and rewarded-because in an institution of excellence, it is an important part of what faculty members do.

First, they are involved in service to the institution. They participate in the governance of the institution, helping to make educational policy, set standards, and develop curricula. They serve as active members of committees and faculty senates or other associations. They are advisers and sponsors of student organizations.

Second, faculty members render service through membership and activity in their professional organizations and associations.

Third, faculty members serve their local communities and states as good citizens and good neighbors—as members or advisers of government boards and committees; as members and officers of social, religious, political, and service organizations; and as participants in artistic and cultural affairs.

Fourth, faculty members serve the public as off-campus teachers, assisting their institutions in their continuing-education mission, in a society of life-long learning. And, of course, faculty members should listen to the community as well as teach.

Fifth, some faculty are involved in technology transfer, extension service, and the application of their knowledge and skill for the good of society.

In its pursuit of excellence in higher education, the state of New Mexico must be willing to embrace a national as well as local perspective. Moreover, it must wisely employ all of the resources to which its circumstances provide access. In this regard, the Commission calls attention to the extraordinary reservoir of intellectual and technical strength which resides within the national laboratories—Los Alamos and Sandia—and other comparable technical institutions. The combined staffs of these institutions provide a most unusual and valuable resource which the various higher education institutions should fully utilize for consultation and advice and involvement in the execution of the institutional missions of teaching, research, and service.

In an institution of excellence, the faculty must have the right to function in an ambience of free and open inquiry. A vast body of experience provides clear evidence that the institution of *tenure* contributes in a powerful way to such an ambience and is, therefore, essential. Faculty teaching, research, and service must not be biased or prejudiced, nor should they be compromised by external pressures, whether from government, business and industry, or momentary public opinion. Great care and high standards should be observed in the process of selecting and appointing tenured faculty. Moreover, the Commission emphasizes that those faculty members who have been distinguished by an award of tenure remain subject to perennial review of their productivity. Administrators are also reminded that procedures are established and should be used to identify and deal with those unusual instances of unproductive tenured faculty.

STUDENTS

Excellent students are as much a critical resource for an excellent institution of higher education as excellent faculty.

The level of quality of an institution's students greatly affects the quality of the institution's teaching, research, and service. Students learn much from each other. And excellent learners stimulate excellent teachers and researchers.

Students make vital contributions to the *teaching* function of an institution. They serve as teaching assistants, tutors, and aides—

assisting faculty members in the classroom and in the laboratory.

In universities, students—especially graduate students—assist the faculty with *research* and thereby help to generate new knowledge as they learn by doing.

Students are involved in *service*. They participate in the governance of the institution through committees and student government associations. Within the institution, also, they sponsor social, leisure, and cultural activities. Outside, through internships and otherwise, they render service to the community and to government.

In an institution of excellence, there are no unreasonable financial or other barriers to the entrance of the best students. In the universities especially, there should be active programs for the recruitment of the most able students, with adequate financial aid provided for them and for students with financial need.

LIBRARIES AND FACILITIES

In an institution of excellence, there must be a long-term and stable commitment to the provision and maintenance of adequate buildings; excellent libraries; and excellent, state-of-the-art laboratories, computers, instructional equipment, and other facilities. In bad economic times as well as good, it is essential that these educational necessities not be neglected nor expenditures for them be deferred.

The explosion of knowledge and the necessity for computerization, automation, and electronic link-ups with other libraries have placed increased demands on libraries and their budgets. Despite this—indeed, because of it—we agree with what one prominent educator said about an academic library: "It is the center of research and a key to a university's scholarly distinction. . . . It is a window to the community—both the academic community and the general citizenry. It is the most dependable link with other institutions of higher learning. . . . It is the source of greatest promise and greatest problems in the use of new technologies. It is the key to development of new academic programs and the strength of existing programs. . . . Like the heart in the human body, it is the most vital organ in the academic community. . . ."[11]

ALUMNI AND PRIVATE SUPPORT

In no other country is alumni support of higher education as important as it is in the United States. Our Commission agrees with the statement of a former President of the Ford Foundation, who said:

> New generations of alumni provide the continuity that perpetuates a university. Its officers come and go, its faculties change, its programs and buildings are replaced, but its alumni maintain a life-long relationship with the university. They are keepers of the tradition, preferred stockholders of the enterprise, the mark of its accomplishment.[12]

In a higher education institution of excellence, alumni and other private support provide: membership on institutional advisory committees to help sharpen educational focus and enhance the quality of research and instruction; outside employment opportunities for students, both in-school and after graduation; loans and gifts of instructional and other equipment to the institution; loaned, visiting, or guest instructors and lecturers; assistance with the lobbying of government and public officials; and vital financial contributions for scholarships, endowments, and other institutional purposes.

An institution of excellence should be encouraged to pursue an active and aggressive program of development of alumni and other private support.

An institution of excellence, then, to use the words of David Kauffman, the President of the UNM Faculty Senate, when he testified before us, is one:

1. where knowledge and learning reign supreme, taking precedence over all other activities.
2. where faculty members can pursue their specialized interests, developing their knowledge, understanding, and skills, to the highest possible level.
3. where students can come to learn and develop their own knowledge, understanding, and skills, both in areas related to their future careers and in areas of personal interest.
4. to which the state and the community, including both public and commercial organizations, can turn for advice and expertise in a wide range of fields.

TAXES FOR EXCELLENCE

Our statewide sample of voters was asked: "Would you favor or oppose a moderate increase in your state taxes to help develop excellence in higher education in New Mexico?

The responses were:

Favor	67.6%
Oppose	24.8%
Undecided/Don't Know	7.6%

Two-thirds of the state's voters favor a moderate tax increase to promote excellence in their universities.

Analysis by various demographic characteristics revealed the following levels of support.

	Percentage in Favor
Political Party:	
Democrat	69.1%
Republican	66.2%
Education:	
Some High School or Less	59.2%
High School Graduate	67.0%
Some College	60.2%
College Graduate	76.6%
Age:	
18–34 years	79.6%
35–49 years	68.9%
50–64 years	59.6%
65 and over	59.0%
Ethnicity:	
Anglo	63.9%
Hispanic	79.2%
Income:	
Less than $12,000	68.3%
$12,001–$20,000	68.6%
$20,001–$30,000	70.3%
More than $30,000	67.3%
Sex:	
Male	69.3%
Female	66.0%
Region:	
Bernalillo County	71.2%
No. Hispanic Counties	70.6%
Eastside Counties	56.5%
Northwest Counties	73.7%

Support was greatest (more than 70%) among young persons, Hispanics, college graduates, residents of three of our four regions and respondents earning between twenty and thirty thousand dollars. Least supportive, but still at majority support level, were residents of eastern New Mexico, the least educated and the oldest age groups.

5. which can foster in the state and the community the growth of intellectual and artistic activities to the benefit of all citizens.[13]

Above all, excellence is an attitude. An institution of excellence, in all of its constituencies and in working toward all its goals, must be committed to excellence. And our state—our citizens and our government—must make similar commitments, if we are to have the long-term and stable financial support necessary for the achievement of excellence in higher education.

New Mexicans support higher education excellence. Consistently, polls in New Mexico and throughout the nation show stronger support for education than for any other purpose of government. Consistently, citizens have said that they believe that additional public support for education is necessary. More recently, in October of 1983, a public opinion poll by Zia Research Associates, Albuquerque, found that more than sixty-seven percent of New Mexicans support increased funding for higher education, even if it means they will have to pay higher taxes.

It is no surprise, then, that in the fall of 1983, too, important state organizations—ranging from the Economic Forum of Albuquerque, which includes leading business and industrial people among its members, to the New Mexico AFL-CIO—have endorsed a call for higher education excellence, including a tax increase if necessary.

John Salazar, President of the 30,000–member UNM Alumni Association, told our Commission: "I believe you need to know that the citizens of this state and especially the alumni of the institutions of higher education in this state will support a commitment to excellence. In this regard, we ask that you not approach the task at hand with timidity or apology. . . . We want you to go for the gold. We don't want you to go for the bronze or even the silver. We do not wish to strive for mediocrity."

For New Mexico, then—if we are to achieve our fullest potential, if we are to have the people and the leaders to help us go beyond the ordinary in our lives and in our work—*the future is excellence!*

NOTES

1. John W. Gardner, *Excellence: Can We Be Equal and Excellent Too?* (New York: Harper Colophon Books, 1961), p. 160.

2. This list and the paragraphs which immediately follow it were written and presented to the Commission by Professor Paige W. Christiansen, History Department, New Mexico Institute of Mining and Technology.

3. This statement and the list of board responsibilities which follow it are based upon Carnegie Commission on Higher Education, *Governance of Higher Education* (New York: McGraw-Hill, 1973), pp. 31–36.

4. See Louis T. Benezet, Joseph Katz, and Frances W. Magnusson, *Style and Substance: Leadership and the College Presidency* (Washington, D.C.: American Council on Education, 1981), p. 102.

5. In regard to these classifications of organizations, see Amitai Etzioni, *A Comparative Analysis of Complex Organizations* (New York: Free Press, 1975).

6. Benezet, Katz, and Magnusson, *Style and Substance: Leadership and the College Presidency*, p. 104.

7. See Thomas J. Peters and Robert H. Waterman, Jr., *In Search of Excellence: Lessons from America's Best-Run Companies* (New York: Harper and Row, 1982).

8. See James MacGregor Burns, *Leadership* (New York: Harper and Row, 1978).

9. For the parallel in America's best-run business corporations, see Peters and Waterman, *In Search of Excellence*, pp. 55–86.

10. Testimony of Dr. McAllister Hull, Jr., Provost, UNM, before the Commission, September 14, 1983.

11. Robert M. O'Neil, President, University of Wisconsin, quoted in a statement to the Commission by UNM Dean of Library Services Dr. Paul Vassallo, September 14, 1983.

12. T. Heald, quoted in Robert A. Reichley, "The Alumni Movement: An Overview," in A. Westley Rowland, editor, *Handbook of Institutional Advancement* (San Francisco: Jossey-Bass Publishers, 1977), pp. 275, 276.

13. Statement of David Kauffman, President, and the Operations Committee of the University of New Mexico Faculty Senate before the Commission, September 14, 1983.

2

Mission, Planning, and Accountability—and Excellence

The Commission found that New Mexico's higher education institutions are well-positioned and adapted for the state's present and projected needs to promote excellence in higher education.

But to justify this statement, there are two questions about higher education in New Mexico which must be answered: Does New Mexico have too many institutions; and, is there great and unnecessary duplication?

DOES NEW MEXICO HAVE TOO MANY INSTITUTIONS?

Like most states, New Mexico did not plan and create, all at once, its system of higher education and the institutions within it. Some of the institutions were established under the Constitution, when New Mexico became a state. Others were created by statute. Some have been in existence for a long time. Others are quite new. This is not unusual among the states. In fact, it is the common pattern.

FUNDAMENTAL ASSUMPTIONS

No matter how our system of higher education has developed, there are some very important assumptions which underlie it. These assumptions are no less valid because they are after-the-fact deductions from what we have actually done rather than initial-planning principles, agreed upon before the system was established.

One of these fundamental assumptions is that, as later codified in the *Statewide Plan* of the Board of Educational Finance: "New Mexico is committed to educational access for all of its residents and recognizes the diverse populations whose needs must be addressed."[1]

Our Commission agrees with this assumption—and principle—of *educational access.*

Educational access, however, does not mean that every student is entitled to free admission to *every* institution and every *type* of institution in our higher education system. Thus, another assumption of importance underlies our system, and it, too, has been codified by the Board of Educational Finance: "A diversity of educational opportunities at all levels must be available to respond to the range of student demands and state needs."[2] We agree with this assumption of *diversity of opportunity.*

And a related, fundamental assumption underlying our system of higher education is that of *geographic access.* This assumption has also been codified by the Board of Educational Finance: "The state of New Mexico should continue its long-standing commitment to minimize the barriers to educational opportunity which its size and geographic features otherwise would impose on its relatively sparse population."[3]

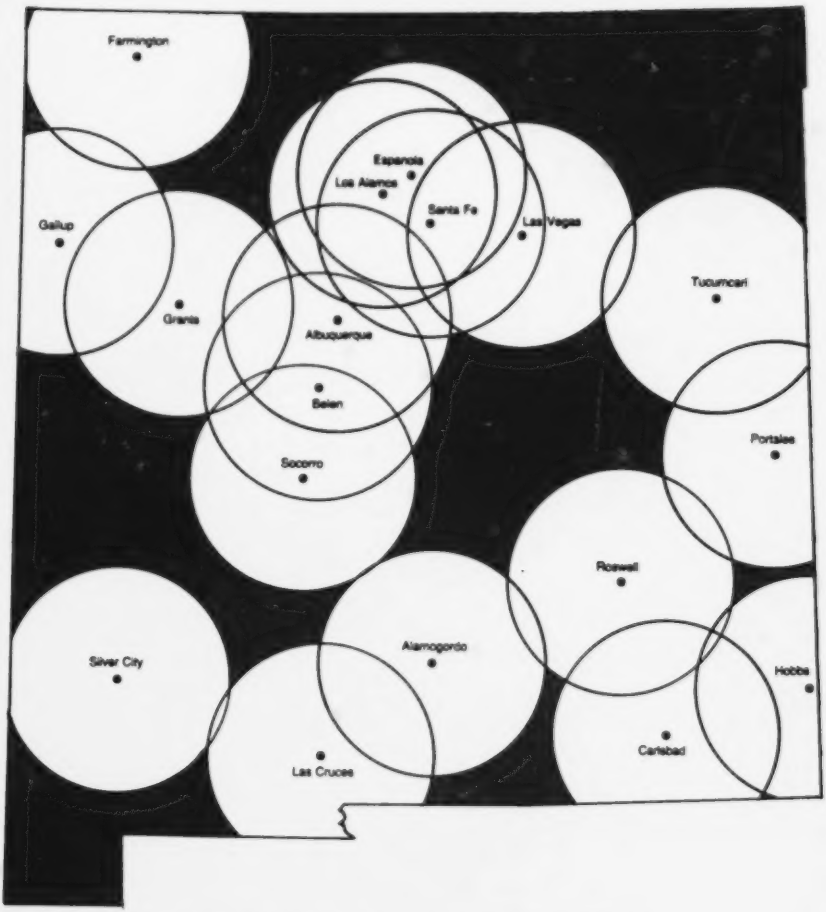
We agree. New Mexico is a state of large area. Barriers of space and terrain had to be overcome. New Mexico has established post-secondary institutions within a radius of fifty miles of more than ninety-five percent of the state's population. This is in line with the national pattern.

Thus, despite the fact that the higher education system of New Mexico was not entirely planned in advance, the results are beneficial for our state—and for the state's future.

Twenty-three state-supported higher education institutions serve our education and training needs well. Six are four-year universities—two of these being comprehensive, research, doctoral degree-granting universities; one being a specialized research and teaching, doctoral degree-granting institute; and the other three being regional universities.

Seventeen are two-year schools—three of these being vocational and technical schools, one being a military institute, and thirteen being associate degree-granting community and junior colleges with vocational and technical training components. As a Commission, we are very impressed by the dedication, professionalism, and qual-

HIGHER EDUCATION GEOGRAPHICALLY ACCESSIBLE



More than 95 percent of New Mexicans are within a fifty mile radius of state-supported institutions of higher education. Source: Dr. Charles Reidlinger, NMSU—Alamogordo.

ity of work being done at each of the state's twenty-three institutions of higher education. Each institution is unique and each is highly worthwhile. Each is uniquely important to its students and to its service area—the community, the region, or the state and nation.

In our opinion, none of these institutions is going to be eliminated.

There is student demand for all of them. One reason why the "too many institutions" question has had some currency in New Mexico is that, for a number of years, it was mistakenly predicted that state higher education enrollments were going to decline. Those projections have not been borne out by the facts. Enrollments have grown. Greatest increases have come in the two-year schools.

There was a temporary decline in 1983 headcount enrollment at the ENMU-Roswell branch, occasioned by a petroleum industry slump. There was also a temporary decline in the 1983 headcount enrollment at Northern New Mexico Junior College and a slight such decline at the UNM-Los Alamos branch, both occasioned by the start-up of the new Santa Fe Community College. But enrollments generally are holding steady or increasing.

And studies show that where a higher education institution exists in a community, the percentage of high-school graduates in that area who go on immediately into postsecondary education is significantly greater. Higher education institutions, particularly community and junior colleges and vocational and technical schools, not only respond to student demand but, in some measure, generate it. The state's newest community colleges, despite their temporary facilities, have more than met their projected start-up enrollments.

New Mexico is not an urban state; it only has one population center of more than 100,000 people (and a majority of the population is spread throughout the state in towns smaller than 10,000). Studies show that this kind of situation gives rise to a larger number of institutions of higher education than are created in states where a majority of the population is in metropolitan centers. Taking this fact into account, together with the additional fact that other states often have far more *private*, four-year colleges and universities than does New Mexico, we find that our state's system of higher education—and the numbers and types of institutions within it—compares favorably with the systems in other states.

Oklahoma is a neighboring state, with a little over twice as many people as New Mexico. A majority of Oklahoma's population lives

in metropolitan centers. There are twelve private four-year colleges and universities in Oklahoma, as compared to New Mexico's four. There are twenty-seven state-supported institutions of higher education in Oklahoma. Thirteen of them, or roughly one-half of the state-supported institutions, are four-year colleges and universities. Upper-level and graduate programs are more costly than lower-level programs. We believe that the New Mexico higher education model is superior to that of Oklahoma, in that we have a better ratio of two-year schools to four-year schools—approximately three to one, as compared to approximately one to one.

Another neighboring state, Arizona, with about twice New Mexico's population, a majority of it in metropolitan centers, also has twelve private colleges and universities (one of these a graduate school)—three times the number in our state. Arizona has eighteen state-supported institutions of higher education, with only three of these being four-year universities. We believe that the New Mexico model of higher education is preferable, too, to that of Arizona because our universities have retained more optimal sizes. More than 81,000 students are enrolled in Arizona's three universities. That state's largest university, at around 40,000 enrollment, is almost twice as large as the University of New Mexico. Arizona's next largest university, with an enrollment of around 30,000 is more than twice as large as New Mexico State University. And Arizona's third largest university has a higher enrollment than all of New Mexico's remaining four-year institutions combined—New Mexico Institute of Mining and Technology, Eastern New Mexico University, New Mexico Highlands University, and Western New Mexico University.

The higher education system of North Carolina is often cited as one which should be used as a model by other states. North Carolina has roughly four and one-half times as many people as New Mexico. Taking that into account and comparing only the numbers and types of *state*-supported institutions, New Mexico is not too far off the North Carolina pattern. That state has sixteen four-year colleges and universities and fifty-eight two-year postsecondary institutions. North Carolina has a slightly lower per-capita income than New Mexico and spends ninety percent of its state budget on public education (public schools, higher education, and vocational education), as compared with seventy percent in New Mexico.

The comparison between the two states becomes more favorable to New Mexico when it is noted that there are thirty private, four-

year institutions of higher education in North Carolina, including such universities of national rank as Duke University and Wake-Forest University.

New Mexico does not have too many state-supported institutions of higher education.

IS THERE GREAT AND UNNECESSARY DUPLICATION?

There is some feeling in New Mexico that there is great, wasteful, and unnecessary overlapping and duplication in our state's system of higher education. We have not found that to be true.

The missions of the various types of higher education institutions in New Mexico are distinctly different. An institution's mission is its fundamental purpose and aspirations. Its *mission statement* identifies the institution's area of geographic service, the historical and current focus of its programs, the desired composition of its student body, and the relative responsibility of its faculty in respect to teaching, research, and service.

DISTINCT MISSIONS

The mission of the state's three *vocational and technical schools* is, primarily, to improve the employability of students in their local service areas—regardless of the educational attainment or income level of the student and with particular appeal to students who come from low-income or disadvantaged backgrounds. Vocational and technical schools are judged on the degree to which their students are able to secure jobs, or better jobs. By such standards, New Mexico's vocational and technical schools must be ranked outstanding to excellent (with job placement ranging from eighty to ninety percent), despite the fact that Luna Technical-Vocational School, Las Vegas, and the relatively new Tucumcari Area Vocational School, Tucumcari, serve areas with more limited employment opportunities than exist in Albuquerque, where Albuquerque Technical-Vocational Institute is located. New Mexico vocational and technical schools can change their programs rapidly to meet local employment needs or opportunities.

All fourteen of New Mexico's other two-year institutions—except one, New Mexico Military Institute—are regular *community and junior colleges.* This type of institution is a peculiarly American development. In Europe, by contrast, higher education has usually, through the years, been considered a privilege, available

only for the children of the elites. For too long, this was also true in much of the United States. Then, as popular demand for post-secondary education grew here, community and junior colleges were developed. In most of the country, there was a great upsurge in the numbers of such institutions during the 1960s and 1970s. New Mexico community and junior colleges are evidence of education pressures which both predated, postdated, and coincided with the national trend.

Our community and junior colleges—however and whenever created—seek to serve local students and feature low tuition and open-door admissions. Their faculties concentrate on teaching. School focus is on the local community. Programs are flexible, responding to community needs and employment opportunities, and they include vocational and technical training.

New Mexico's community and junior colleges are doing a quality job in responding to student and community needs in their service areas, offering many students an educational opportunity which would not otherwise be available to them, responding especially well also to training and retraining needs and to the growing desire for lifelong learning. The flexibility and missions of the community and junior colleges, as well as the vocational and technical schools, make them particularly important assets in the drive of our state to attract new industry and promote the development of new private jobs.

The other state-supported, two-year institution in New Mexico—New Mexico Military Institute, Roswell—is obviously a special kind of institution. Both a high school and a junior college, it prepares high-quality students—from all around the state and from out of state, as well—for military careers or for further, high-quality college and university schooling. The existence of New Mexico Military Institute is firmly rooted in the constitutional provision which created it, the fact that most of its funds come from land and permanent fund monies constitutionally dedicated to it, the intense loyalty of its alumni, the consistently high quality and achievement of its graduates, and the continuing student demand for its programs.

The Commission feels that New Mexico has *enough* two-year institutions and that, with two qualifying provisos by us, no more should be created.

These provisos derive from the situation in the city of Albuquerque. The population of Albuquerque is growing. Albuquerque-

area business and industry are pressing for the establishment of increased local opportunities for postsecondary education leading to associate degrees. The private University of Albuquerque is discontinuing the associate-degree programs which it has previously offered. Thus, for these and other reasons, there is growing demand in Albuquerque for more community or junior college offerings. Something must be done.

The people of Albuquerque, within the recent past, have rejected a proposal for the creation of a new community college there. The General College in the University of New Mexico has basically the same mission as a community college. It was created to respond to community needs, to grant associate degrees, and to provide educational programs for students underprepared for regular university course work—all within an open-admissions policy.

The Commission feels that the University of New Mexico's General College should be expanded to fill the community college need in Albuquerque. For this purpose, the state should provide capital improvement funds to enable the General College to have its own building and other facilities and necessary start-up funds so that the General College will not have to delay unduly in responding to the growing student demand for community-college, associate-degree programs.

In addition, credit and associate-degree granting powers should be provided for Albuquerque Technical-Vocational Institute. (In order to avoid unnecessary duplication, it is understood that such new credit courses and associate-degree programs would be subject to prior approval by the Board of Educational Finance and that such new offerings would also be limited by the extent to which the UNM General College moves to take care of such needs.)

In New Mexico's four-year institutions, there is a certain amount of *necessary* duplication. All must and do offer a core curriculum.

The state's three *regional universities* offer a range of undergraduate programs—including the arts and humanities, the social and natural sciences, education, business, and technology. The focus of their faculties is more on teaching than on research. But research and graduate programs are important in these institutions, both to maintain the quality of teaching and to help stimulate the currency of faculty members in their particular fields. All three regional universities offer a limited number of master's degree programs. All offer graduate degrees in business and education. Eastern New Mexico University also offers master's programs in biology

and letters, and New Mexico Highlands University offers a master's degree in social work. All three are quality regional institutions. Eastern New Mexico University should probably be classified, separately, as an "intermediate university" because it is somewhat larger than the other two, has a larger service area from which it draws its students, and has two branch campuses.

None of the three regional universities is authorized to grant doctor's degrees.

New Mexico's specialized four-year, doctoral degree-granting *research and teaching institution* is New Mexico Institute of Mining and Technology, Socorro. It has a reputation for quality teaching, research, and service in the scientific and technological fields. Its students, who must meet high admission standards for mathematics and science ability, are drawn from all over New Mexico, as well as from out of state.

The mission of the state's two *comprehensive research universities*—located some four hours of driving apart—is to provide high-quality teaching, research, and service. They draw their students from all over the state and from out of state as well. There is, naturally, some necessary overlapping in the course offerings at the two universities, in the various levels of course work. But New Mexico State University is the state's land-grant institution; its teaching, research, and service especially emphasize agriculture, engineering, and the sciences. The University of New Mexico, on the other hand, is not directly involved in the field of agriculture, and it offers the state's only professional programs in law, architecture, medicine, and pharmacy.

The University of New Mexico, New Mexico State University, and New Mexico Institute of Mining and Technology have recently been encouraged to specialize further in particular industry-related research fields as a result of new funds and support provided for Centers of Technical Excellence within the concept of the Rio Grande Research Corridor.

In our neighboring state of Oklahoma during the 1960s and 1970s there were apparently great and irresistible political pressures for converting a number of state-supported, two-year colleges into four-year universities. No such pressures have yet surfaced in New Mexico. We hope that none do. The missions of the two-year colleges and the four-year institutions are and should remain distinctly different. We agree with Dr. William Witter, President of Santa Fe Community College, who told us that he felt strongly

that community and junior colleges should resist any pressures for changing them into universities.

New Mexico has enough state-supported four-year institutions.

PROGRAM REVIEW AND QUALITY CONTROL

New Mexico's taxpayers and the Governor, Legislature, and other public officials who represent them are entitled to regular and reliable assurance that, in New Mexico higher education, there is no unnecessary or wasteful duplication of effort and that a dollar's worth of high quality education is being delivered for every dollar spent.

Nothing less, then, than dependable program review and assured quality control will suffice if New Mexico's system of higher education is to receive the continued and increased public funding and support which it needs.

In the first instance, the responsibility for program review and quality control is in the elected or appointed board which governs an institution of higher education. In New Mexico, the Board of Educational Finance (under a planning statute, especially in response to federal initiative, the Board is also known as the State Commission on Postsecondary Education) has been given, by statute, statewide planning, coordination, budgeting, and oversight responsibilities.

Where an institution has a constitutional governing board, the institution, obviously, cannot be told exactly what to do or how to spend its money. Still, the Governor and Legislature have the power, even with those institutions, to make certain decisions, including those involving the level of tuition charged and the level of state appropriations. For these purposes particularly, the Board of Educational Finance serves as the intermediate agency between each institution and the state.

Both the institution and the Board of Educational Finance have distinct and important roles to play—and the roles should be played out in cooperation, rather than conflict.

Acting for the Governor and the Legislature—and, of course, the public—the Board of Educational Finance must consider and make recommendations when there are pressures for new institutions or for new postgraduate and professional programs within schools. The institution, within itself, should retain the initiative for such decisions and for local planning. But there are important statewide

questions which have to be considered, too—questions which involve overall education policy or economic development goals, or both:

> Who should be educated at the post-secondary level? What investments should be made at the occupational-technical level and in public colleges and how can this be articulated with the vocational programs run through the public school systems? What charges are justifiable for tuition and fees and what form can be followed in achieving some rational balance between tuition and fees and tax-supported appropriations? What kind of financial assistance can be used to best advantage in a state to achieve equality of opportunity and, at the same time, to motivate talented young people toward investment in higher education? How can we organize our adult and continuing education programs to recognize experience and provide for degree work without the artifact of residence in a particular location? How are criteria to be derived for equitable appropriations both for capital and operating budgets? Which programs, if any, should be phased out when a minimal level of productivity is not achieved? How should an institution reallocate its resources for new programs and wind down existing programs under relatively static appropriations?[4]

The Board of Educational Finance is the appropriate agency to coordinate the answering of such questions. But we believe that if the state were to put too much control in the Board of Educational Finance, such action could have a number of unfortunate and detrimental results. In other states, attempts by too-authoritative state higher education agencies to bring about equality among the state's institutions has tended to result in equal mediocrity, rather than equal excellence—strengthening weak institutions while all too often weakening the strong ones.[5]

It is important that the Board of Educational Finance in exercising its legal powers and carrying out its statutory responsibilities act upon ". . . the assumption that the objective for the state agency is to maximize the vitality, the innovative character, and the stimulating quality of each institution over which the agency provides," so that it seeks ". . . ways to preserve such diversity as remains among public colleges and universities."[6]

The Governor, the Legislature, and the taxpayers are entitled to program review and quality control, but we believe that centralized authority and bureaucratic rigidity should not be made so strong

as to stifle the institutional initiative, flexibility and discretion, innovation, and clear sense of mission which are the hallmarks of higher educational excellence.

PROGRAM REVIEW

The Board of Educational Finance has adopted *A Statewide Plan for Postsecondary Education in New Mexico: 1983–1987.* With the Board and local institutions working together, this plan should be implemented. Each institution should be encouraged and assisted to conduct its own self-studies. Clear *statements of mission* for each institution should be developed and announced—and periodically reviewed under the coordination of the Board of Educational Finance.

In the Board of Educational Finance, in cooperation with the various institutions, procedures and mechanisms presently exist for regular, careful, and complete *program review*—to eliminate and prevent unnecessary duplication. These procedures and mechanisms should be used to the fullest.

The Board of Educational Finance, in cooperation with the Academic Council of the four-year institutions, should continue to coordinate the intensive five-year program reviews now underway in those institutions. Thereafter, similar program reviews should be undertaken in the other higher education institutions of the state. As a result of these, programs have been and will continue to be "flagged" for discontinuation, unless later and properly justified. Each institution also should continue its own intensive strategic planning, self-study, and program review, of course, and as required periodically by accreditation agencies and organizations.

The Board of Educational Finance should continue its efforts toward a greater degree of *articulation*—transfer of course credit—between the various higher education institutions in the state. Uniform course descriptions, now being compiled, will assist with this task and further help to eliminate and prevent any unnecessary duplication.

The Board of Educational Finance should also help to eliminate and prevent unnecessary duplication by encouraging institutions to enter into *cooperative education programs*, under which parts of related work can be done at one or the other of the cooperating institutions. Some movement has already been made in that di-

rection by New Mexico State University, the University of New Mexico, and New Mexico Institute of Mining and Technology, for example, but greater encouragement and financial support can and should be provided.

Unnecessary duplication should also be eliminated and prevented—and the entire state better served by New Mexico's higher education system—through the use of technological advances in *telecommunications*. Educational services can be shared better and be more widely distributed, and learning opportunities can be enhanced, through two-way, conference, and other means of telecommunications teaching and learning. This is discussed further in Chapter Three. Such teaching by telecommunications, as well as the research and other benefits to be derived from it by the state, should be encouraged and assisted by the Board of Educational Finance, and state funding should be provided to initiate such a system.

The Board of Educational Finance should sponsor orientation sessions for all new members of governing boards, by types of institutions, and regular, at least annual, meetings of all the members of similar governing boards.

The Board of Educational Finance should also encourage and participate in regular meetings of the presidents and other heads and, separately, the academic heads (Academic Council) of institutions with similar missions.

QUALITY CONTROL

The Board of Educational Finance, in all its various responsibilities, including that of assuring quality control, needs and should have additional staff.

The Board conducts annual *funding and enrollment reviews*, and post-appropriations *budget oversight*. These activities, of course, should be continued as a part of the system of accountability to the Governor, the Legislature, and the taxpayers.

The Board of Educational Finance should be responsible for regular, long-range *needs assessment*—based upon present and projected student demand, business and industrial requirements, and employment opportunities. This needs assessment should be updated annually and should be used by the individual institutions and the Board of Educational Finance for planning and program review purposes.

Each institution must have a clear understanding and statement of its mission (goals and purpose), role (focus), and scope (range of programs). Planning and program review must be a regular, continuous and integral part of self-study—widely shared in by the various constituencies of the institution. Principal responsibility for mission, planning, and accountability in New Mexico higher education is with the individual institution.

But it *is* important that there be a *statewide* system of higher education and a *statewide* plan that is consistent with—and a part of—state educational and economic development policy.

It *is* important that, on basic support and overall policy, higher education speak to the Governor, the Legislature, and the public with one voice.

These tasks require the continued coordination and oversight of the Board of Educational Finance.

We believe that the Board of Educational Finance also has an important *advocacy* responsibility: "That role is to provide broad-gauged *political* leadership for higher education in the state."[7]

NOTES

1. New Mexico Commission on Postsecondary Education/Board of Educational Finance, *A Statewide Plan for Postsecondary Education in New Mexico: 1983–1987*, State of New Mexico, November 1982, p. 10.
2. New Mexico Commission on Postsecondary Education/Board of Educational Finance, *A Statewide Plan for Postsecondary Education in New Mexico: 1983–1987*, p. 9.
3. New Mexico Commission on Postsecondary Education/Board of Educational Finance, *A Statewide Plan for Postsecondary Education in New Mexico: 1983–1987*, p. 25.
4. Roy E. McTarnaghan, "A Coordinating Board View," in James L. Wattenbarger, Louis W. Bender, editors, *New Directions for Higher Education: Improving Statewide Planning* (New York: Jossey-Bass, 1974), pp. 31, 32.
5. Norman C. Harris, "State-level Leadership for Education," in Wattenbarger and Bender, editors, *New Directions for Higher Education: Improving Statewide Planning*, pp. 39, 40.
6. John J. Corson, "Stimulus or Stultification," in Wattenbarger and Bender, editors, *New Directions for Higher Education: Improving Statewide Planning*, p. 23.
7. John J. Corson, "Stimulus or Stultification," in Wattenbarger and Bender, editors, *New Directions for Higher Education: Improving Statewide Planning*, p. 25.

3

Access—and Excellence

Equality of access to higher education and *excellence* in higher education are not conflicting concepts. In our democracy, they are mutually inclusive and mutually complementary.

We have said, earlier, that excellence in higher education is present in an institution where individuals are permitted and encouraged to reach their fullest potential. If some individuals are unreasonably barred from access to higher education, they do not have the opportunity to reach their full potential. They lose. Society loses. And the students who *do* gain access lose, too. They are denied the opportunity to associate with and learn from the individuals barred.

New Mexico is committed to the concept of educational access, which means "the opportunity for state citizens who desire and can benefit from postsecondary education to enter, to persist, and to complete their education."[1] We agree with that commitment.

Excellence in New Mexico higher education requires that there be no unreasonable barriers to access—unreasonable admissions and retention barriers, unreasonable financial barriers, or unreasonable barriers of sex or ethnicity.

ADMISSIONS AND RETENTION

There is an "open admissions" policy in New Mexico higher education. We think this is the correct policy. As we noted in Chapter Two, this does not mean that every student is entitled to free admission to every institution and every type of institution in our higher education system.

At present, we have a good mix of admissions standards. The basic requirement is for a high school diploma or its equivalent.

New Mexico technical and vocational schools admit adult students with or without the attainment of a high school education, but these students are encouraged, thereafter, to complete work for the General Educational Development test. Some of our two-year colleges follow a similar policy, but in all of the two-year colleges, a student must complete high school or its equivalent before being permitted to work toward an associate degree.

At the state's three regional universities, admission is generally on the basis of a student having graduated from high school with a grade average of "C" or better, although there can be provisional admission for a student with a lower grade average if the student successfully completes certain basic skills courses that may be required and maintains a minimum grade average during the first semester of study.

At UNM, NMSU, and NM Tech, the basic requirement is graduation from high school with a "C" average or better, with prior completion of certain high school courses. Provisional admissions are allowed under various options.

We approve of the concept of educational access, coupled with the concept of diversity of opportunity—so that every prospective student in New Mexico has the right to attend *some* institution of higher education.

Access to higher education will be enhanced, as we said in Chapter Two, through facilitated *articulation*—transfer of course credit—between the various higher education institutions in the state; more *cooperative education programs*, under which parts of related work can be done at one or the other of the cooperating institutions; and through two-way, conference, and other means of *telecommunications* teaching and learning.

Access to higher education will also be enhanced to the degree that *day care services* are more available to students. We have noted, earlier, that the average age of students is rising, that many are married, and that almost half are women. Many students are also parents, with a responsibility for caring for their children as well as an interest in pursuing a higher education—a responsibility and an interest which frequently are in conflict.

At present, NM Highlands U has plans for a campus day care center—for a potential enrollment of 158 children—if they can secure $64,000 for renovation of an existing building for this purpose. ENMU-Roswell is planning a new child care facility which will also, and primarily, serve as an educational training facility

for students of that institution. Luna Vocational-Technical Institute presently underwrites a Headstart program on its campus for four-year-olds who are children of Institute students, school employees, and members of the community. UNM and NM Tech have cooperative child care facilities on their campuses, but the UNM waiting list is larger than the number of children presently enrolled.

In other states, many institutions of higher education provide some system of day care. A National Coalition for Campus Child Care has been formed "to promote campus child care as an integral part of higher education systems and provide a national format for sharing and dissemination of information about campus child care."[2]

We recommend that every higher education institution in the state set up a planning committee in regard to day care and, through it or an appropriate official designated for that purpose, the institution: make a survey of the potential demand for quality day care in the institutional community; determine the amount of quality day care presently available in the institutional community; serve as a child care referral center to maximize the use of existing day care resources; and recommend concerning the establishment of new campus day care facilities to serve the needs of the institutional community.

Quality day care in the setting of an institution of higher education is not only important as a means of improving access to higher education for the student who is a parent. It is also important for the educational development of the children involved, as a model facility for others, and as a teaching and learning facility for higher education students.

We recommend that sufficient funds be provided by the state for the initial surveys, determinations, and services recommended and, ultimately, for the state's share of the costs of campus day care itself. Other and substantial funding will also come from federal sources and from sliding-scale fees paid by parents who can afford to pay.

RETENTION

Of course, the "right to enter" an institution of higher education does not include the "right to complete." The students involved, as well as the state of New Mexico and its citizens, have a right to expect that anyone who completes a course or program of study will have complied with accepted standards.

Still—aside from lowering completion standards, which must not be done—we recognize that access includes the *opportunity* to persist and complete. Retention of its students, once they are enrolled, requires an institution's best efforts.

We feel that each institution of higher education has a responsibility to reduce or eliminate unreasonable barriers to retention of students.

In the vocational and technical schools and the two-year colleges, particularly, it is difficult to measure overall retention rates. Some students enroll for isolated courses. Some students "stop out" from time to time. For specific courses of study in New Mexico vocational and technical schools, retention rates are as high as 78 to 90 percent, depending upon the program. Retention rates for courses in the two-year colleges are also high.

In the four-year institutions, retention rates tend to run considerably lower—but it should be pointed out that this is true nationally, too, not just in New Mexico.

Of course, there is no way to know exactly why a particular student does not return to a higher education institution. Some do not return because they decide to attend a different university or college. But more troublesome causes of low retention are present in many cases: lack of college-level skills; financial problems; alienation, especially in large institutions; and uncertainty about educational majors and career choices.

Retention is the student rate of persistence, measured at the end of the first year of a program—a percentage of students who continue on. In four-year institutions, the national average is 56 percent (not counting institutions with higher standards). In New Mexico, the rate varies widely by institution—from 52 to slightly over 64 percent. We have found that in all of New Mexico's higher education institutions, there are impressive programs underway to increase retention rates—even with inadequate state funding for this purpose. Eastern NMU has made an impressive gain in its retention rate this year (up from 48.6 percent to 55.6 percent) as a result of a more intensive retention program. Western NMU, for the same reason, has made equally or even more impressive gains. We think this is very important. It has important impact, of course, on an institution's enrollments. Most of all, a high retention rate is important for the individual students involved and for achieving the state goal of raising the educational and skills levels of our people.

One 1980 national study identified four "target populations" which should be given special attention in retention efforts. They are: high- risk students who are academically underprepared or who demonstrate low performance generally or in relation to a specific major—such as engineering; new students, both first-year and transfer; undeclared majors; and returning students. In respect to these types of students, the study found:

> High-risk students who are academically underprepared or have low academic performance are most likely to be reached by improved academic support and learning skills programs, early warning systems, improved advising, and counseling, in that order.
>
> New students, on the other hand, will benefit most from orientation programs, learning skills programs, academic support systems and improved advising.
>
> Students who are undecided about their majors or careers respond best to improved advising, career assistance, and orientation programs, in that order.
>
> Returning adults realize the greatest gains from special orientation programs, peer counseling, career assistance and faculty-staff development programs.[3]

The retention of women and minority students warrants special attention. For example, Ruby F. Lassiter, a faculty member at NMSU, has pointed out that the national retention rate for Black students in higher education institutions is lower than for other students.[4] She cites approvingly a study which lists three causes for this: insensitive and indifferent faculty and students; the ethnocentric nature of the curricula; and an absence of appropriate role models (minority faculty and administrators). Special outreach efforts and psychological support systems offered through ethnic and women's centers can be very important. We recommend them.

Continuation and enhancement of efforts toward increasing retention rates should be an important concern in all of New Mexico's institutions of higher education. Sufficient funding should be provided to support such efforts.

FINANCIAL BARRIERS

The state of New Mexico is to be commended for providing *work-study* and other *student financial aids* in higher education. We

recommend the improvement of such support—through the provision of new *graduate fellowships* aimed at underrepresented categories of students and through the funding of new undergraduate *merit scholarships.* We also recommend against substantial increases in student tuition and fees (here, together, called tuition).

TUITION

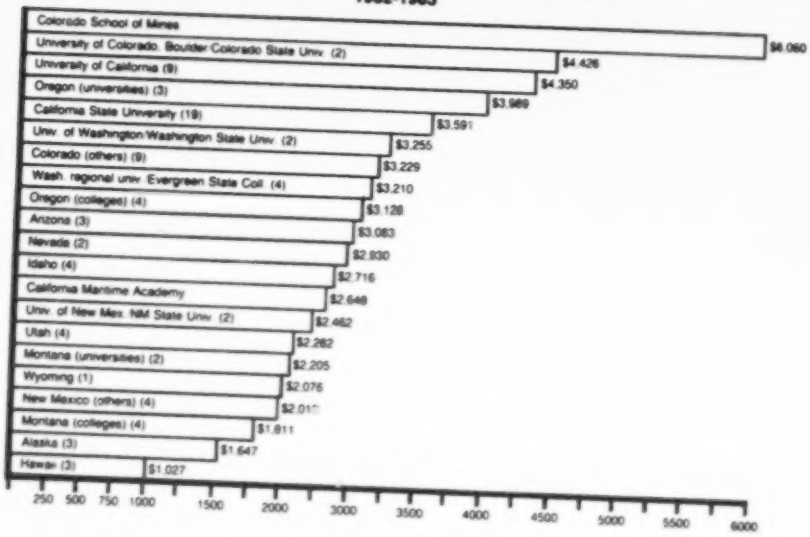
High tuition rates are inconsistent with the concept of access to higher education. As Narcisa Zárate, a member of the faculty of New Mexico State University, has pointed out to the Commission, "The higher the cost, the lower the enrollment, particularly for low-income and minority students."[5] And high tuition rates are not only barriers for low-income people. They can also be barriers for students from middle-income families, especially when such families have more than one child in college at the same time.

For these reasons, we think it is fortunate that the state of New Mexico has not increased tuition in its colleges and universities at as rapid a rate during the last three years as have some states in our western region—although we have made *substantial* increases in tuition in our universities during that period: an average of 27 percent in undergraduate resident tuition, an average of 25.9 percent in graduate resident tuition, and an average of 32.2 percent in both undergraduate and graduate nonresident tuition.

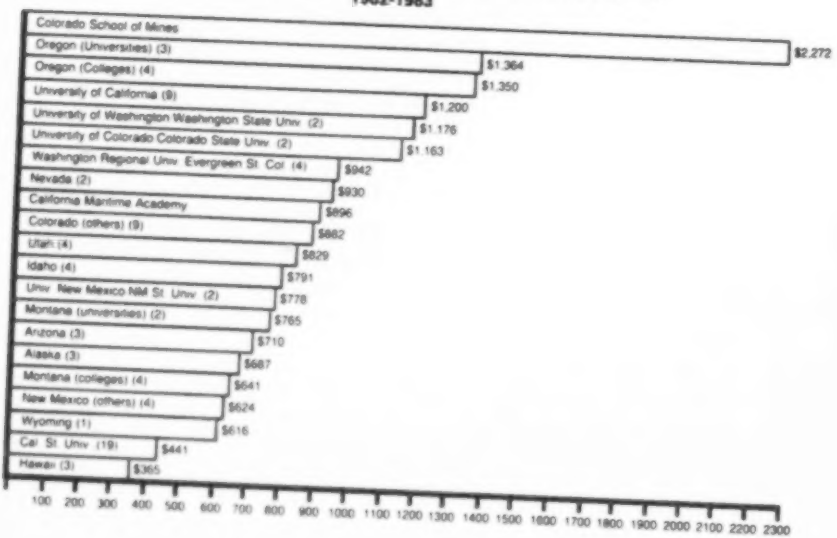
Tuition rates charged in New Mexico's colleges and universities are somewhat—but not greatly—lower than those charged in higher education institutions in western regional states, but that is as it should be, since per capita income in New Mexico is well below that of all other states of the western region except one. For example, the average undergraduate resident tuition charged in New Mexico's four-year institutions is $701, compared with a regional average of $857.50.[6] (This excludes Colorado School of Mines, as other studies do, because its tuition rates are so high as to be outside meaningful comparisons.) At the same time, it should be noted that the western region includes states like Alaska, with the number one per capita income rank in the nation, California, ranked fifth, Wyoming, ranked sixth, and Nevada, ranked seventh—compared with New Mexico, which is ranked forty-third in the nation in per capita income.

New Mexico's three area technical and vocational schools charge no tuition, and the average tuition charged at our two-year colleges

AVERAGE UNDERGRADUATE NONRESIDENT TUITION AND REQUIRED FEES AT PUBLIC FOUR-YEAR INSTITUTIONS IN THE WEST BY STATE 1982-1983

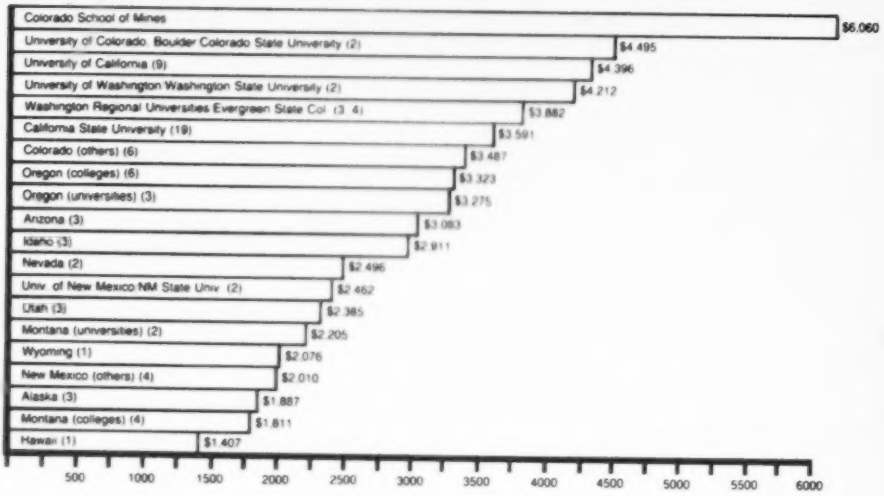


AVERAGE UNDERGRADUATE RESIDENT TUITION AND REQUIRED FEES AT PUBLIC FOUR-YEAR INSTITUTIONS IN THE WEST BY STATE 1982-1983

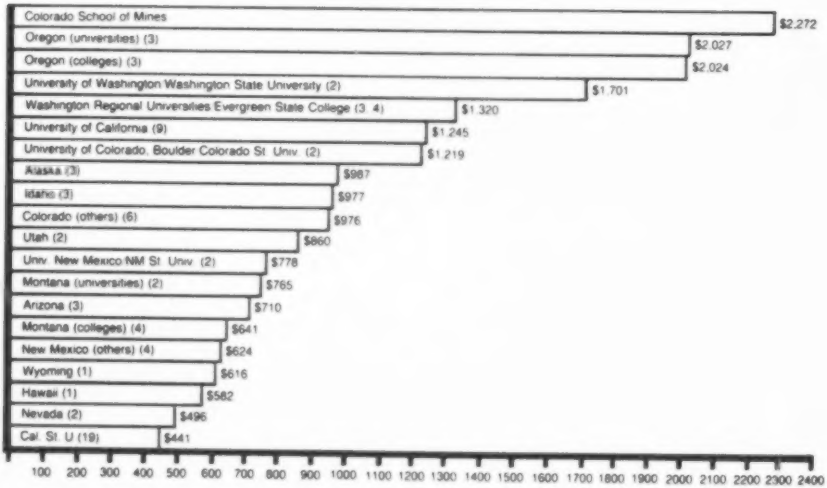


80 BEST COPY AVAILABLE

AVERAGE GRADUATE NONRESIDENT TUITION AND REQUIRED FEES AT PUBLIC INSTITUTIONS IN THE WEST BY STATE 1982-83


Colorado School of Mines $6,060
University of Colorado, Boulder Colorado State University (2) $4,495
University of California (9) $4,396
University of Washington Washington State University (2) $4,212
Washington Regional Universities Evergreen State Col. (3, 4) $3,882
California State University (19) $3,591
Colorado (others) (6) $3,487
Oregon (colleges) (6) $3,323
Oregon (universities) (3) $3,275
Arizona (3) $3,083
Idaho (3) $2,911
Nevada (2) $2,496
Univ. of New Mexico NM State Univ. (2) $2,462
Utah (3) $2,385
Montana (universities) (2) $2,205
Wyoming (1) $2,076
New Mexico (others) (4) $2,010
Alaska (3) $1,887
Montana (colleges) (4) $1,811
Hawaii (1) $1,407
500 1000 1500 2000 2500 3000 3500 4000 4500 5000 5500 6000

AVERAGE GRADUATE RESIDENT TUITION AND REQUIRED FEES AT PUBLIC INSTITUTIONS IN THE WEST BY STATE 1982-1983


Colorado School of Mines $2,272
Oregon (universities) (3) $2,027
Oregon (colleges) (3) $2,024
University of Washington Washington State University (2) $1,701
Washington Regional Universities Evergreen State College (3, 4) $1,320
University of California (9) $1,245
University of Colorado, Boulder Colorado St. Univ. (2) $1,219
Alaska (3) $987
Idaho (3) $977
Colorado (others) (6) $976
Utah (2) $860
Univ. New Mexico NM St. Univ. (2) $778
Montana (universities) (2) $765
Arizona (3) $710
Montana (colleges) (4) $641
New Mexico (others) (4) $624
Wyoming (1) $616
Hawaii (1) $582
Nevada (2) $496
Cal. St. U (19) $441
100 200 300 400 500 600 700 800 900 1000 1100 1200 1300 1400 1500 1600 1700 1800 1900 2000 2100 2200 2300 2400

Source: Dennis W. Viehland, and Norman S. Kaufman, *Tuition and Fees in Public Higher Education in the West*, Information Series 6 (Boulder: Western Interstate Commission for Higher Education, 1982-83), pp. 7-9.

BEST COPY AVAILABLE

is relatively low. We think this is a positive attribute of New Mexico's higher education system, since these institutions are especially called upon to serve low-income and other disadvantaged students. It should also be noted that, while the average tuition paid at New Mexico's two-year colleges is 11.1 percent of the revenues of such schools, local tax levies constitute an average of 35.1 percent of their revenues—a combined average local community support effort of 46.2 percent of two-year college funds.

It would take a huge jump in tuition rates in New Mexico to bring in significantly increased revenues. For example, a five percent increase in tuition would produce only around $1 million in increased revenue, out of a 1983 state higher education budget total, from both public and private funds, of around one-half billion dollars.

Tuition rates in New Mexico should not be substantially increased—not more than five percent in 1984.

Nonresident tuition rates should not be substantially increased, either. They are not large producers of revenue. And, as we have said before, students learn a great deal from each other, so that some diversity within student bodies can be a positive contribution to learning. Further, bright students who are attracted to New Mexico by our higher education institutions often stay on here as earners and taxpayers. The ratio of nonresident to resident students in New Mexico institutions of higher education is not out of the ordinary or out of line—an average of 12 percent for all New Mexico four-year universities.[7]

BARRIERS OF SEX AND ETHNICITY

We in New Mexico rightly take pride in the fact that ours is a multicultural state. We should take equal pride in being certain that our higher education institutions are models of multiculturalism.

That means that student bodies, faculties, and administrations should be multicultural—representing not just white or Anglo males, but also women and minorities (including Hispanics, Native Americans, Blacks, Asian Americans, and others). We cannot have excellence without diversity. They are inseparable.

For one thing, New Mexico institutions of higher education have a *legal* responsibility to eliminate discrimination on the basis of race, color, sex, religion, national origin, or handicap. But lawsuits

can be very costly, and they can tear up a college or university for years. The commitment to equity must be an affirmative and a moral and philosophical one, if New Mexico is to realize the maximum benefits from its multicultural heritage. This heritage, as the Goals Statement at NMSU puts it, provides unique opportunities to an institution of higher education. The Goals Statement declares:

> A deeper understanding of the historical contributions of these and other cultures is necessary in developing a society which can accommodate, with mutual respect, cultural differences in a harmonious community.

The percentage of women students in New Mexico higher education institutions is around 50 percent or more (52.3 percent of the undergraduates and 49.4 percent of the graduates in four-year universities, 59 percent of the students in the two-year colleges, and 50.5 percent in the technical and vocational schools).[8]

In regard to minority groups, we have made some progress in New Mexico, and the percentages represented in higher education are not bad, compared to the past and to other states, but continued effort in regard to recruitment, outreach, and retention is required. In 1982, Native Americans comprised 2.7 percent of four-year state university students in New Mexico, 10.6 percent in the two-year colleges, and 5.2 percent in the technical and vocational schools. That same year, two percent of New Mexico four-year state university students were Black, 2.7 percent of the two-year college students were Black, and 2.9 percent of the technical and vocational school students were Black. Hispanics are, of course, a much larger percentage of New Mexico student populations—25.1 percent in the four-year state universities in 1982, 17.4 percent in the two-year colleges, and 37.3 percent in the technical and vocational schools.

We can do better. And we must continue and increase our efforts—including the provision of increased financial assistance for minority students—if we are to avoid falling back from the progress we have made. Federal funds for Native American students have recently been cut back. Among Navajos, for example, there has been a 40 percent increase in total population in the last decade, with 20 percent of the current population now of college age, and there are four times more Navajo high school students seeking to

enter college than was true just ten years ago. Yet, because of federal cutbacks, only one-third as much money per student is available to send Navajo high school graduates to college.[9]

Outreach, recruitment, and financial assistance are required for all minority students, generally, and for Native Americans in particular. The state should take another kind of special action, also, in regard to students living on the Navajo reservation. Portions of the Navajo reservation are in three states—New Mexico, Utah, and Arizona. Of course, Navajo students who are residents of that portion of the reservation which is in New Mexico are entitled to attend colleges and universities in this state without having to pay nonresident tuition. By state law, Utah treats Navajo students living *anywhere* on the Navajo reservation as state residents for tuition purposes. New Mexico law should be changed to do the same.

Low-income and minority students frequently come to the campus underprepared for college work because of their backgrounds and schools. Higher education institutions have an obligation to give special attention to their basic skills needs. We are impressed with the Indian Resource Development program (IRD), headquartered at NMSU. It focuses on Native American students and recruits them for science, math, and engineering careers. This program could serve as an example for all New Mexico institutions and in respect to all minorities. In conjunction with the National Action Council for Minorities in Engineering, IRD has undertaken a special project at UNM, NMSU, and NM Tech, not just to address basic skills problems from the standpoint of remediation, but to help teach cognitive development, which, studies show, can sometimes be underdeveloped when young people grow up on the margin of two cultures.

A change in the funding formula and policy of the Board of Educational Finance in regard to off-campus programs, so as to permit and encourage them, could also be very important to Native American students. For example, UNM sponsored a federally-funded project on Navajo teacher education which graduated more than 300 elementary teachers and 40 school administrators, but, when federal funds for the project were cut off, UNM had no state funds with which to continue it.

The concept of access to higher education is not just concerned with the access of students. It includes access to faculty and administrative positions, too. And here is where renewed and vigorous effort is especially needed in New Mexico higher education.

Of the four-year universities, Eastern NMU has the best percentage of full-time faculty members who are women, 32.6 percent. NM Tech, with certain special problems because of the limited pool in its major fields, has the lowest percentage of women on its full-time faculty, 7.1 percent. The percentages of women on the faculties at all the other four-year institutions are in the twenties—22.9 percent at UNM; 21.2 percent at NMSU; 21.9 percent at NM Highlands U; and 24 percent at Western NMU.

Minority Representation on the Full Time Faculty of New Mexico's Universities*

Institution	Females	Hispanics	Blacks	Asians	Native Americans
UNM	22.9%	7.0%	0.7%	2.3%	0.7%
NMSU	14.9	5.6	0.5	2.7	.85
NMIMT	7.1	2.4	—	5.9	—
ENMU	32.6	2.1	2.1	2.1	1.1
NMHU	21.9	38.2	—	2.0	.8
WNMU	24.0	13.0	—	—	—

Minority Representation on the Full Time Faculties of Universities in the West**

Institution	Females	Hispanics	Blacks	Asians	Native Americans
U. of Arizona	15.0%	13.5%	0.2%	3.3%	0.3%
U. of Oklahoma	19.0	1.0	1.7	6.9	0.2
Arizona State	19.0	2.5	1.1	3.8	0.6
UTEP	20.0	10.0	1.2	3.5	0.2
Texas Tech	19.0	1.2	0.4	4.4	—
San Diego State	20.0	1.0	1.7	4.5	0.4

*Source: EEO-6 Reports prepared in the Fall of 1983 by each Institution, provided to the Commission.

**Source: Data from each school's EEO-6 Report gathered by Bernie Sanchez, Director, Affirmative Action Programs, University of New Mexico.

In regard to full-time faculty members who are Hispanic, New Mexico Highlands U has the highest percentage, 38.2 percent. Western NMU is next, with 13 percent. The percentages at the other schools are considerably lower. Percentages are much lower, still, for Black or Native American full-time faculty members at all New Mexico four-year universities.

The best record for the employment of women in administrative positions which pay $25,000 or more annually in New Mexico's four-year universities is that at UNM, where the percentage is 20.8 percent. The lowest percentage is at NM Tech, 6.2 percent. The percentages of women in such administrative positions at the other four-year institutions are: Eastern NMU, 13.3 percent; NMSU, 11 percent; Western NMU, ten percent; and NM Highlands U, nine percent.

NM Highlands U has the highest percentage of Hispanics in administrative positions which pay $25,000 or more per year—63.6 percent! Again, Eastern NMU has the poorest record in this regard, with no Hispanics in such administrative positions (but Eastern NMU leads all the four-year universities in the percentage of Blacks in such high administrative positions—6.6 percent). At UNM, 22.5 percent of such administrative positions are filled by Hispanics, at Western NMU, ten percent, at NMSU, 6.4 percent, and at NM Tech, 3.1 percent.

We recommend that Governor Toney Anaya reissue Executive Order 81-45, of the previous administration, requiring affirmative action plans of state agencies and urging similar plans for each of New Mexico's higher education institutions.

We recommend that each institution establish an "Affirmative Action Council," made up of faculty, staff, and administration members and that each academic department and administrative division within each institution establish affirmative action goals on an annual basis, based upon a carefully analyzed and fully updated "pool" of women and minorities available for employment in such departments and divisions.

The president or other head of each institution should make affirmative action a top priority, expressing the institution's commitment publicly and often. The Affirmative Action Council of each institution should review employment, promotion, tenure, and termination decisions and report to the institutional president. Annually, each department and division, in cooperation with the Affirmative Action Council, should make a report on affirmative

Minority Representation in Upper Level Administrative Positions in New Mexico's Universities, Fall 1983

Institution	Females	Hispanics	Blacks	Asians	Native Americans
UNM	20.8%	22.5%	1.7%	—	2.3%
NMSU	11.0	6.4	3.6	—	2.7
NMIMT	6.2	3.1	—	—	—
ENMU	13.3	—	6.6	—	—
NMHU	9.0	63.6	—	—	—
WNMU	10.0	10.0	—	—	—

Minority Representation in Upper Level Administrative Positions in Western Universities, Fall 1983

Institution	Females	Hispanics	Blacks	Asians	Native Americans
U. of Arizona	18.5%	3.0%	1.0%	0.5%	0.7%
U. of Oklahoma	15.0	0.7	3.1	1.1	3.1
Arizona State	16.9	3.0	2.6	0.4	0.8
UTEP	22.0	11.0	—	—	—
Texas Tech	14.7	2.9	1.0	—	0.9
San Diego State	29.4	5.8	2.9	—	—

Note: These percentages are for positions which pay $25,000 or more annually.

Source: The source for both charts is the EEO-6 reports filed by the respective schools.

action results, not just efforts. We recommend that the presidents forward these reports to the Governor annually. Additionally, we recommend that the presidents report grievances filed in their respective institutions to the Governor.

In this connection, we commend to each institution the 1983 Affirmative Action Report of Hunter College of the City University of New York. Following a plan instituted by President Donna E. Shalala when she became head of that institution, Hunter College has, between 1980–1983, made the following dramatic progress:

Hired 16% minorities and 51% women among new professors
Increased minority faculty from 9% to 12%

Increased women faculty from 34% to 41%
Granted tenure to 31 professors of whom 19% are minorities and 87% are women
Increased minorities in administration from 18% to 29%.

In conclusion, then, it is possible to provide both access and excellence in New Mexico's institutions of higher education. Indeed, it is impossible, by definition, to do either singly.

We believe that New Mexico has made a highly laudable commitment to educational access, and that continued and increased efforts toward that goal—lowering unreasonable admissions and retention barriers, unreasonable financial barriers, and unreasonable barriers of sex and ethnicity—will move us closer toward excellence and toward our ideal of serving as a "Land of Enchantment" model for the rest of the nation and, indeed, the world, not only in the quality of our environment but in the vibrant and harmonious, multicultural nature of our people.

NOTES

1. Board of Educational Finance/State Commission on Postsecondary Education, *A Statewide Plan for Postsecondary Education in New Mexico: 1983–1987* (November 1982), p. 20.
2. Judy Fountain, Chair, National Coalition for Campus Child Care, Ohio State University Child Care Program, 1895 Summit Street, Columbus, Ohio 43201; (614) 294–1681.
3. Phillip E. Beal and Lee Noel, *What Works in Student Retention* (Boulder, Colorado: American College Testing Program—National Center for Higher Education Management Systems, 1980), p. v.
4. See Ruby F. Lassiter, "Minority Access to Excellence in Higher Education," a position paper presented to the Commission, November, 1983.
5. Narcisa Zárate, "Access to Higher Education," a position paper presented to the Commission, August 16, 1983.
6. *Tuition and Fees in Public Higher Education in the West: 1982–1983* (Boulder, Colorado: Western Interstate Commission for Higher Education, 1982), pp. 7–10.
7. Board of Educational Finance, "Selected Information About Higher Education in New Mexico" (March, 1983), p. 23.
8. Board of Educational Finance, "Student Tables," Table 12, 1982.
9. Mary Helen Creamer, Executive Director, The Navajo Division of Education, testimony before the Commission, September 26, 1983.

4

Funding—and Excellence

Expenditures for higher education should be viewed as an investment in the future of New Mexico. And greater investment is required, now and in the years to come, if we are to promote excellence in higher education.

As we have gone about our work, we have heard—and heeded—the admonition that we not just recommend "throwing more money at the problem." We have recommended many serious and important actions which do not require additional money but which will greatly improve New Mexico higher education.

It is true that money is not everything in life—or in higher education. But it is also true that money is vital in both.

If we were to decide that the new Santa Fe Community College, say, should rapidly be promoted into nationally-ranked status as a *basketball* power, everyone knows how we would go about it. We would raise some money and hire the best possible coaching staff and recruit the best possible basketball players. Why should we expect the promotion of excellence in higher education to be different?

The promotion of excellence in higher education requires the best professors and the best students. It requires the best libraries and the best instructional equipment and other facilities.

In the 1960s, New Mexico made a commitment to make post-secondary education and training accessible to all its citizens. In meeting this commitment we have achieved much. But present areas of excellence will quickly be eroded if we do not protect them now with adequate investment. Excellent programs will lose professors, administrators, and staff—as is already happening—if we do not provide competitive compensation.

The economy of America—and New Mexico—is changing. New jobs will develop and go where higher education and training are best. The money we spend now for these purposes will be returned in increased taxes paid by new businesses and increased taxes on increased incomes of educated and trained citizens.

FACULTY AND STAFF COMPENSATION

We have found the present faculty and staff in New Mexico higher education generally to be dedicated and hard-working—putting in far more hours, of course, than those required for instructional duties alone. For example, Professor Kathy Flores, Faculty Senate Chair at NMSU, asked forty-one professors from each of six NMSU colleges to keep time charts for one week. She found that:

> Hours spent in professional activities—per week—vary from approximately 40 hours to over 70 hours. According to the Association for Institutional Research, *New Directions for Institutional Research, 1974, No. 2:* "Both historically and currently, faculty tend to work between 55 and 60 hours a week. While there is variability from individual to individual, there is little variation from department to department, institution to institution, or one type of institution to another."[1]

Similarly, Professor David Kauffman, President of the UNM Faculty Senate, stated:

> It should be evident that faculty are expected to perform well at a great number of tasks. It is virtually impossible to do all these things in forty hours a week. Work weeks of fifty to sixty and more hours, not counting any non-university service activities, are very common. Many of these activities, moreover, go on all year long; e.g., graduate student supervision, research activities, keeping up-to-date in areas of specialization. Faculty members are paid for nine months of the year. They are paid during all or part of the summer only if there is sufficient demand for summer school courses in their field or if they are fortunate enough to obtain a research grant. Most faculty, however, are sufficiently dedicated to their students and to their work that they work year around, whether paid or not.[2]

On the technical-vocational level, faculty teach 227 days per year (compared with 183 days for public school teachers). They average thirty hours of actual teaching per week in the classroom. And

two-year college faculty teach in the classroom an average of at least fifteen hours a week.

Quality higher education in New Mexico—and our state's economic future—requires increases in the compensation of faculty, graduate student aides, and staff. In this way, we can better attract and keep quality people, improve efficiency, and meet affirmative action goals. We have found that compensation levels in New Mexico are inadequate.[3]

Teachers in New Mexico vocational and technical schools made a 1982–83 average of 17 percent less than New Mexico public school teachers.

Faculty in our two-year community and junior colleges earned a 1982–83 average of 8.6 percent below the Mountain States community colleges. (This is excluding New Mexico Junior College, Hobbs, and San Juan College, Farmington, because they receive a majority of their funding from local property taxes. With them, the New Mexico average is still 5.5 percent below the Mountain States average.)

The four-year universities in New Mexico were seven percent below the national average faculty compensation in comparable institutions in 1982–83.

Faculty compensation at the UNM Law School in 1982–83 was 12 percent below the national average for law schools. At the Medical Center, faculty compensation was 26 percent below the national average for comparable institutions.

The engineering programs at UNM and NMSU have special problems, also. Their deans told us:

> Each year, we fill less than a third of the open positions, and both colleges run substantially below the number of FTE faculty positions generated by the BEF formula. Due to the national imbalance of supply and demand, the starting salaries of engineering faculty are being driven up. Each of our positions is advertised nationally and our faculty are recruited from every good school in the nation. Our New Mexico colleges of engineering are placed at a great disadvantage in the nation, and even regional competition, because of the level of diseconomy in salaries. At the first level is the difference in industrial salaries which is now such that less than one-fourth of the best Ph.D. students opt to go into teaching. At the second level is the fact that we do not even compete well with other regional colleges of engineering.[4]

Stipends for graduate assistants, teaching assistants, and research assistants should also be increased to ensure a steady flow of the best students into our graduate programs. And the number of graduate assistantships supported by the state should be increased. Graduate assistants provide essential services which otherwise would have to be provided by faculty members, decreasing their productivity and increasing class sizes.

Compensation for higher education staff members is woefully low. This is a great concern because quality staff members are absolutely necessary in an institution of excellence. Yet, in New Mexico institutions of higher education staff compensation is, if anything, worse by comparison than faculty compensation. At UNM and NMSU, for example, staff compensation in 1982–83 was 24 percent below the average compensation for comparable state employees in New Mexico (15 percent below the average of New Mexico compensation for state employees other than secretaries). More than 500 full-time staff people at NMSU are eligible for food stamps! UNM average staff compensation is below that for state employees, as well as employees of Albuquerque Public Schools and the City of Albuquerque—and greatly below compensation in comparable private industry.

We were already behind, then, on faculty and staff compensation levels in the year 1982–83. We dropped further behind in 1983–84 because, for that year, no state funds were provided in New Mexico for any faculty and staff compensation increases—at a time when compensation levels for the region and nation were increasing. It should also be noted that special 1983–84 state funds were provided for increasing the compensation of lowest-paid New Mexico state employees—but such increases did not apply to staff positions in higher education.

It is no surprise, therefore, that we have documented case after case in New Mexico in which faculty and staff members have left New Mexico higher education employment, and others have refused offers of employment here, because of low compensation.[5] We are aware of a large number of faculty members who are now seriously considering offers from out-of-state institutions. It is axiomatic that it is the best people who are most likely to have other options. This does not bode well for quality higher education in New Mexico. But, right now, we have the opportunity to turn the situation around. That is what we recommend.

Stable financing is essential to excellence in higher education. Increases in appropriations for higher education should be regular and should be stretched out over a period of years. This is also true in regard to faculty and staff compensation. We, therefore, recommend that these levels of compensation be upgraded in stages.

Of course, each institution must establish its own compensation schedules. But we recommend annual increases in overall funds for faculty-staff compensation and graduate student aide stipends sufficient, if spread throughout the system, to raise the faculty compensation at our four-year universities to the 1982–83 national eightieth percentile of such institutions within five years—with the national eightieth percentile figure corrected each year, of course, to reflect projected annual average national salary increases. (This would, at the same time, raise the faculty salaries at our two largest universities to levels above the average for our region.)

We have chosen the national eightieth percentile goal because we want New Mexico higher education to strive for more than mediocrity—more than the average. We want to be enough above average to be able to compete with the better, nationally-ranked institutions. That way lies excellence.

Raising faculty compensation in New Mexico's four-year universities to the eightieth percentile would have required, in 1982–83, a 7.5 percent increase, over and above the seven percent necessary just to get up to the national average. But we must also take into account that, this year, 1983–84, while there was no compensation increase in New Mexico, higher education appropriations in other states were increasing at an average rate of six percent. For the present fiscal year, we would need an annualized increase of twelve percent, beginning January 1, just to stay where we were in national rank in our four-year universities—which was, of course, below average.

Further, looking forward five years, striving to raise faculty salaries in our four-year universities up to the 1982–83 eightieth percentile, we must take into account the fact that we will be shooting at a moving target. We must assume that the national average compensation in universities will increase by at least six percent a year. This assumption seems conservative, when it is noted that the average annual increase in state higher education appropriations during the twenty years prior to the unusual last two, recession years (in which the average increase was 5.5 percent) was 13.7 percent.

Given these facts and assumptions, we would need in New Mexico: an annualized compensation increase of 10 percent (actual 5 percent) for the present fiscal year, beginning in January, 1984; an additional 8 percent increase for the coming fiscal year (total cumulative of 18 percent for this year and next); another 8 percent increase for the second full fiscal year, the third fiscal year, and the fourth fiscal year; and an 8.5 percent increase for the fifth fiscal year—to get to the 1982–83 eightieth percentile national level (meaning that 20 percent of the universities in the country would still be paying more than the average in our four-year universities).

UNM now ranks eleventh and NMSU now ranks tenth out of twelve comparable universities in our region in faculty compensation levels. The regional average for 1982–83 was $35,900—while UNM pays an average of $33,700, and NMSU pays an average of $33,900. (The average beginning salary of an assistant professor is $23,490 at UNM and $22,250 at NMSU.) This year, 1983–84, it is estimated that the *regional* average faculty compensation in comparable institutions went up by six percent, while the average in New Mexico, of course, has remained frozen.

Assuming the same annual six percent increase in the regional average in the future, New Mexico's two comprehensive research universities would need a faculty compensation increase of an annualized 10 percent this year, plus an additional 8.8 percent next year, just to get up to the regional average, and projected eight percent annual increases in future years to rise above the average.

FACULTY AND STAFF COMPENSATION—1984

The highest priority funding items for 1984 are substantially increased compensation for faculty and staff and one hundred percent funding of the BEF formula.

Rounding off increases needed for types of institutions and types of positions, we recommend, then, that overall funding for compensation increases in all New Mexico higher education institutions be increased by at least a cumulative total of approximately seventeen percent for this and the next fiscal year together, and at least eight percent a year for each of the next four fiscal years thereafter.

Each institution should allocate overall annual compensation increases in proportions justified by the mission and internal needs

of the institution. At least substantial portions of faculty compensation increases should be distributed, under established plans, on the basis of merit—to further enhance accountability and quality control in New Mexico higher education.

THE BEF FUNDING FORMULA

Until 1976, the Legislature was each year asked to fund higher education on an institution-by-institution basis, with neither a good way of comparing their funding costs and needs nor a means of avoiding funding decisions based upon the uneven lobbying influence of the various institutions.

Funding-formula budgeting was then developed by the Board of Educational Finance in New Mexico—as elsewhere—to assure *adequacy* and *equity* of funding for higher education institutions and to *minimize political conflict* among them for appropriations. Today, few in public office or in New Mexico higher education institutions would advocate abandonment of the formula approach to higher education budgeting. Many, however, feel that the formula—actually there are two formulas, one for the four-year universities and one for the two-year colleges—should be substantially changed to meet present problems and needs.

We agree, and we recommend that the Board of Educational Finance undertake a new study and overhaul of the funding formula. New Mexico institutions of higher education should be allowed funds for the development of alumni and other private support, which we need more of in New Mexico. Institutions should be allowed funds for more intensive retention programs. A special fund—with around $750,000 a year appropriated to it—should be established in the BEF for allocation to postsecondary vocational and technical programs to provide rapid-action response to local business and industrial needs as they arise.

Changes in the funding formula should include recognition of: the need for a minimum programmatic base of instruction in each of the institutions; the need for better, regular funding of libraries and instructional equipment; the need to readjust the relative costs attributed to various discipline clusters; and the need for adequate funding for summer session and off-campus instruction.

The BEF formula should provide funds to reduce student-professor ratios, which, especially in our universities, have been growing

in recent years. The reduction in these ratios is necessary for the achievement of excellence.

But the urgent necessity of providing, next year, one hundred percent funding of the present BEF formula should come first.

ONE HUNDRED PERCENT BEF FORMULA FUNDING—1984

The Board of Educational Finance funding formula was based on 1975 actual costs of education. The formula is supposed to be adjusted annually according to two factors: projected inflation; and enrollment figures for the past three years. Therefore, the formula must be funded at one hundred percent if higher education institutions in the state are to maintain a steady level of effort.

Because the formula funding for the present year, 1983–84, was cut by four percent—to ninety-six percent funding of the formula—higher education institutions have had to make injurious cutbacks in their programs. At UNM, for example, this is what happened:

Courses offered during the Summer term were cut back.
Library hours were decreased during the Summer and Fall terms.
The student-faculty ratio increased as faculty who left (through retirement or change of jobs) were not replaced.
Quality faculty left because they did not get their salaries increased.
Supplies and expenses were cut; fifty courses were cut from the Fall/Spring semesters.
Money for service contracts or maintenance agreements was reduced.

Other New Mexico institutions of higher education suffered similar effects. It was pointed out to us, for example, that at NMSU, with a three percent increase in enrollment for this year, they had to educate 400 more students with $200,000 less than would have been allocated to them if the BEF formula had been funded at the one hundred percent level. To keep from having to make additional injurious changes, NMSU has been operating to some extent by temporarily borrowing from certain capital-related accounts. But these funds must now be paid back, and this means that, unless the BEF formula is funded next year at one hundred percent, NMSU will have to eliminate sixty-three full-time faculty positions.

Therefore, we recommend that the highest priority—together with an increase in faculty and staff compensation—be given to one hundred percent funding of the BEF formula in the next session of the Legislature.

Our longer-range goals include changes in the formula itself.

PROGRAMMATIC BASE

Present formula budgeting depends on a three-year rolling average of enrollment figures. In other words, as is often said, the formula is "FTE-driven." There is, of course, a certain justification for this budget criterion. Student demand should be a fundamental basis for both an institution's mission statement and its funds.

But FTE-driven funding does not sufficiently recognize that certain core courses—a programmatic base—may be necessarily required in an institution, even though, from time to time, the number of students involved is low. We therefore recommend that the BEF formula be changed to recognize the necessity of a programmatic base in each institution—and this change should, of course, be made in connection with the updating of each institution's clear statement of mission.

LIBRARIES

It has been the practice for several years in New Mexico institutions of higher education to include library materials budgets as "general expense" items, usually geared to the type of increases which have occurred in office supply prices. This is one of the reasons why our libraries are desperately below national and regional standards.[6] A 1979 study of 196 doctoral degree-granting institutions in the United States ranked NMSU's library 136th and UNM's library 91st. Since then, a 1982 study shows that NMSU has slipped to 138th.

The costs of books, computerization, and periodicals and magazines have increased enormously since 1976. For example, it was pointed out to us at NM Highlands U that *Chemical Abstracts*, a journal which no institution which teaches basic chemistry can fail to have in its library, now costs $6,000 a year. Similarly, periodical and magazine subscription prices have increased by 104.3 percent during the last six years, while the average library budget in our four-year universities during the same six-year period has increased by only 71.4 percent.

Institutions have often had to cut library budgets in order to keep from having to cut instructional budgets—but the quality of instruction suffers when that is done—as do the quality of research and the quality of public service, particularly that which relates to economic development. Experts in the field of library finance have long contended that a figure of six percent of an institution's instructional and general budget should provide for a steady-state library operation. We believe that the BEF funding formula should be changed to incorporate this new item.

INSTRUCTIONAL EQUIPMENT

In New Mexico higher education, we are not keeping up with the continuing and increasing need for modern instructional and other equipment. Institutions need to provide equipment resources, such as microcomputers, for faculty—and, today, this includes faculty in the social sciences and humanities, as well as in science and engineering—so that they may effectively educate students and conduct quality research.

Quality education and research suffer when students and faculty only have available to them archaic or inferior equipment. Administrative operations in New Mexico's higher education institutions also need modern equipment in order to be fully cost-efficient and able to provide accountability and quality control.

One approach to this burgeoning need for instructional and related equipment has been—and is in this report—to provide one-time emergency funds for this purpose. But we also recommend that the BEF formula be changed to provide regular, annual funds for instructional and related equipment, and that the formula also recognize, in contrast to the usual situation of the past, that maintenance of such equipment should be provided for—through funds equal to ten percent of acquisition costs—and depreciation schedules should be established for the replacement of technical equipment.

DISCIPLINE CLUSTERS

The BEF funding should be modified to reflect changes which have occurred in relative costs within and among discipline clusters since these clusters were established in 1976 for funding purposes.

For example, computer science at UNM, NMSU, and NM Tech is presently in the mathematics discipline cluster, one of relatively low cost. But because of the cost of computers (their purchase and maintenance) and because computer science faculty members are in great demand and can make so much more money in business and industry than they do in higher education, computer science should be removed from the mathematics discipline cluster and put in a separate cluster, recognizing its higher cost.

Another example is the discipline of social work at NMSU. This discipline is now a part of the social science discipline cluster. But social work involves both theory and practice, and students preparing for the appropriate degree are required to have three semesters of field experience. Field experience must be supervised on a much lower student-faculty ratio than that for regular classroom teaching. The present categorization of the discipline of social work does not adequately recognize this. Nor does the funding cluster to which, as a further example, the discipline of nursing at the UNM Medical Center has been assigned recognize the seven-to-one student-teacher ratio which hospitals require for the clinical training of nurses.

The overhaul of the BEF funding formula should take into account, in rearranging discipline clusters for funding purposes, the changes which have occurred in recent years in the funding requirements for the various disciplines.

SUMMER AND OFF-CAMPUS INSTRUCTION

As we have noted before, ours is more and more a society of lifelong learning. And this learning cannot adequately be served by regular-session campus instruction alone.

Presently, the BEF funding formula does not provide sufficient funds for summer sessions, despite increased student demand. Nor does it provide sufficient funds for off-campus instruction. The formula should be changed to take care of these two modern needs.

In this respect, we call attention, especially, to the need to change the formula so that colleges of education in New Mexico can better serve the continuing education and training needs of teachers in our state's public schools. Dean David Colton of the UNM College of Education has pointed out to us that most of those who will be teaching in New Mexico public schools in the year 2000 are *already* teaching. Thus, the improvement of public school education is

highly dependent upon the continuing education and training of present teachers.

Dean Colton points out further that the best teaching and learning for teachers takes place when they are taught together, in a group of their own local colleagues. Geographical and funding restrictions on off-campus instruction greatly inhibit the offering of this kind of continuing education and training by New Mexico colleges of education.

The BEF funding formula should be changed to facilitate summer and off-campus instruction so as to better serve the educational needs of all New Mexicans.

OTHER 1984 FUNDING RECOMMENDATIONS

Our funding and other recommendations are made in the context of longer-range goals—where we want to be five years from now. But, within this context of longer-range planning and the need for stable funding over a period of years, it is essential that we take some additional funding steps—over and above the two most urgent 1984 funding needs: a substantial increase in faculty and staff compensation; and one hundred percent funding of the BEF funding formula. The additional 1984 funding needs involve: the land and permanent fund monies of the four-year institutions; overhead on research grants; additional staff for the BEF; merit scholarships and graduate fellowships; endowment funds for special chairs and professorships; and special funds for libraries and instructional equipment.

LAND AND PERMANENT FUND MONIES—1984

The four-year universities in New Mexico were all created by the state Constitution, and certain land and permanent fund monies are specifically dedicated to their use.

But, in recent years, the Legislature has begun the practice, in effect, of deducting all or a portion of such monies from the state appropriations which would otherwise be made for the particular institutions. In the present year, this has been particularly damaging for the universities because the deductions were based upon projected income from this source, and the actual income is significantly below the projections.

One thing which has been very clear to the Commission in all

of its studies and research has been that some flexibility and discretion in funding is absolutely essential to the promotion of excellence in higher education. And it has been equally clear to the Commission that the practice of deducting land and permanent fund monies from state appropriations for the universities, together with austere budgets generally, has produced a situation in which the universities have almost no flexibility.

This flexibility is highly important if a university is to react rapidly to urgent needs as they arise—for example, to provide a little extra compensation in order to secure an outstanding teacher and researcher, pledge revenues for retirement of institutional bonds, provide minor capital outlays as needed, make renovations and repairs, and otherwise help finance institutional excellence.

The Economic Forum in Albuquerque recently hosted three people from Austin, Texas—two in state government and one at the University of Texas—who had been instrumental in bringing to Austin a huge new, private micro-electronics facility which will be highly important to the economic development of that area. These economic development experts declared that the crucial factor in their being able to secure the new facility was the excellence in teaching and research at the University of Texas. They especially emphasized that excellence cannot be built in an institution of higher education unless, as at the University of Texas, the institution has land and permanent fund monies available to it, over and above regular state appropriations, which it can use with some flexibility and discretion.

Excellence in higher education requires something more than the ordinary, something over and above average effort. For the four-year universities in New Mexico, then, we recommend that they be allowed to regain control of their land and permanent fund monies and that the income from this source not be deducted from regular state appropriations.

Of course, the actual budgeting of these funds will be subject to the oversight and approval of the BEF when it considers institutional operating budgets each Spring.

RESEARCH OVERHEAD—1984

In New Mexico four-year institutions, research is carried out generally with outside funds. This research is very important in the teaching function, and it can also be highly important in economic development.

In their research function—and in general—New Mexico's higher education institutions are a very important industry. They spend approximately one-half billion dollars each year, and much of this comes from nonstate sources.

In the four-year universities only, $238 million of nonstate funds are spent. A large portion of this comes from out-of-state sources—from federal grants, from research grants, and from out-of-state tuition. In other words, state appropriations are responsible for only forty percent of the total expenditures of New Mexico's six four-year institutions.

Dr. Gerald Thomas, President of NMSU, has pointed out that research operations at that institution alone are equal to a 1,000-employee industry for the state.

When research grants are accepted by an institution, overhead charges by the institution are written into the funding grant, so that the institution can provide the necessary support services to make the research work possible. At present, however, there is a practice on the part of the state of deducting twenty percent of this overhead, or indirect costs, from state appropriations which would otherwise go to the institution involved.

It takes effort—and an investment of money—by an institution to secure research grants. Money for that purpose is very hard for an institution to find.

We recommend that each institution be allowed to keep all of its research overhead funds—rather than twenty percent of such indirect costs being charged against appropriations. This money will be seed money and will, in effect, make more money for the state by generating additional research grants.

The UNM Medical Center has a special problem in this respect. Ninety percent of overhead on Medical Center research grants is deducted from state appropriations for the Center. This state deduction should be eliminated in stages. In 1984, it should be reduced from ninety percent to sixty percent, and then should be reduced an additional thirty percent during each of the next two years, until the deduction has been eliminated altogether.

ADDITIONAL BEF STAFF—1984

We have made clear that New Mexico taxpayers and the Governor, Legislature, and other public officials who represent them are entitled to regular and reliable assurance that, in New Mexico higher education, there is no unnecessary or wasteful duplication

of effort and that a dollar's worth of high quality education is being delivered for every dollar spent. Nothing less than dependable program review and assured quality control will suffice.

The Commission, after very careful study and investigation, has found that great, unnecessary duplication does not presently exist in the system.

The Board of Educational Finance, in cooperation with the Academic Council, coordinated a program review in the four-year institutions in December of 1977. The result was that a large number of programs in various institutions were combined, phased out, or eliminated. A similar program review process is now underway. And, in the three institutions where the process has already been completed, significant changes have been made.

The Commission has recommended that the Statewide Plan of the BEF should be implemented, that updated statements of *mission* should be developed and announced for each institution, that procedures and mechanisms for regular, careful, and complete *program review*—to eliminate and prevent unnecessary duplication should be used to the fullest.

The Commission has also recommended that the BEF should continue its efforts for a greater degree of *articulation*, transfers of course credits between the various higher education institutions, and toward more *cooperative education programs*—all to help eliminate unnecessary duplication.

The Commission has also recommended that the BEF be responsible for a regular, long-range *needs assessment*—based upon present and projected student demand, business and industrial requirements, and employment opportunities, and that this needs assessment be updated annually and be used for higher education planning and program review purposes.

The Commission also supports the annual *funding and enrollment reviews* and post-appropriations *budget oversight* by the BEF.

However, the Commission has recognized that the BEF is very much understaffed to handle its present and projected responsibilities—if it is to help assure accountability and quality control in New Mexico's system of higher education.

We therefore recommend additional staff for the BEF. At present, it has seven staff members. This is inadequate. In order to perform its present and projected tasks, the BEF needs an additional budget analyst and two additional institutional needs assessment research-

ers. We recommend that funds for this purpose be provided in the 1984 appropriations.

MERIT SCHOLARSHIPS AND GRADUATE FELLOWSHIPS—1984

The presence of high-quality students in a classroom elevates the quality of education being imparted. Students learn a great deal from each other. Teachers and researchers are stimulated by high-quality students.

We want to keep our best people in New Mexico. Presently, too many of them are going out of state for their education, and, when they do this, there is a much greater likelihood that they will never come home again.

There are approximately 1,100 students who graduate from New Mexico high schools each year who have grade averages and ACT scores that rank them in the top ten percent of all state high school graduates. Presently, an average of a little over fifty percent of such graduates go to out-of-state colleges and universities. A central reason for this is that New Mexico institutions are not as competitive as they should be on merit scholarships, compared with neighboring and other institutions.

High-quality graduate students are also essential for the kind of teaching, research, and service which are the hallmarks of an institution of excellence. Women and minorities are underrepresented among graduate students in New Mexico higher education. We must do more to attract them. We therefore recommend that a new system of state *graduate fellowships* for women and minorities be established—seventy of these at $6,000 each from 1984 appropriations.

The University of Texas, this year, has 524 national merit scholars! By comparison, this year, the University of New Mexico has enrolled seven national merit scholars in its first-year class—and this represents an impressive and laudable advance. The Commission recommends the establishment of new *merit scholarships*—200 of these at $2,000 each from 1984 appropriations.

In addition, we recommend the establishment of *endowed merit scholarships* from capital improvement funds or one-time appropriations—in the amount of $2 million in 1984. This will give New Mexico a chance at more top-quality New Mexico high school students who go out of state for their higher education.

Endowment Recommendations

	Number	State Funds Each	Matching Funds Each	Total Endowment Each
Merit Scholarships	50	$ 20,000	—	$ 20,000
Merit Scholarships	100	10,000	$ 10,000	20,000
Chairs	4	500,000	500,000	1,000,000
Professorships	10	100,000	—	100,000
Professorships	10	100,000	100,000	200,000
Lectureships	10	50,000	—	50,000
Lectureships	20	25,000	25,000	50,000
Fellowships	20	25,000	—	25,000
Fellowships	40	12,500	12,500	25,000

UNM and NMSU have made impressive progress in securing private funds for scholarships, but, there and elsewhere, the state needs to give added incentives for securing additional private contributions. Accordingly, the Commission recommends that a portion of the funds for endowed merit scholarships be provided on a challenge grant, matching basis. The young people of the state are our greatest resource, as is well recognized, and no investment the state could make would be more important and pay more dividends than investment in them—through endowed merit scholarships.

We recommend that, from the $2 million set aside for this purpose, there be established 50 endowments of $20,000 each and 100 endowments at $10,000 each. These latter endowments will actually be delivered by the state to the particular institution only when each endowment has been matched by a similar amount raised by the institution from nonstate sources.

We recommend that the BEF be charged with the responsibility of promulgating rules for the fair distribution of all these fellowship and scholarship funds, regular and endowed, among students in various areas of the state and among the various institutions.

ENDOWED CHAIRS AND PROFESSORSHIPS—1984

Excellence in education and research requires extra compensation for outstanding faculty members and, in some cases, extra

support services for them, including secretarial and research assistance and laboratory facilities.

Last year, Texas set aside $40 million in permanent endowment funds for this purpose—to be matched by another $40 million from private contributions! In New Mexico, we cannot hope to reach these levels of endowments, but it is highly important that we make a beginning.

From capital improvement funds, or from other one-time appropriations, the state should set aside $6 million in 1984 to endow chairs, professorships, lectureships, and fellowships. In order to encourage the efforts of the various institutions in securing private and other nonstate funds, we recommend that a portion of these endowments be provided on a challenge grant, matching basis.

Of course, no private money raised by an institution for this or any other purpose should in any way reduce its state appropriations. Otherwise, there would be a disincentive to securing private contributions, which should be strongly encouraged.

Of the total $6 million, we recommend that $2 million be set aside for endowed *chairs*—for endowments of $500,000 each, with each such endowment to vest and be paid over by the state to an institution when that institution has raised matching funds from nonstate sources. This will set up four endowed chairs of $1 million each—to provide a professor's entire salary, as well as essential support services. Dr. Gerald Thomas, President of NMSU, has stated that he believes that, for that institution, funds could be raised immediately to match one of these endowments in an important technical, scientific field which he has in mind. At UNM, also, funds can be provided immediately, including a grant from the City of Albuquerque, to match one of these endowments.

An additional $2 million should be set aside for endowments of *professorships*. This will provide complete endowments of $100,000 each for ten professorships, with the proceeds from each endowment to be used to supplement the salary of outstanding faculty members. The other half of this money would be used to endow, on a challenge grant, matching fund basis, ten more professorships with $100,000 each in state money, to be vested in each case when an institution matches the amount from nonstate sources. The income from these latter endowments—when matched, of $200,000—would be used to supplement the salary of outstanding faculty members. President Robert Matheny, Eastern NMU, has stated that that institution would move with enthusiasm to secure

matching funds for these kinds of endowments, and that these professorships would be highly important for that institution. President Laurence Lattman, NM Tech, is particularly interested in using endowed professorship funds for bringing in visiting professors, who are not available on a permanent basis, but who can be highly important to the technical and scientific work at that institution.

An additional $1 million should be set aside to endow *lectureships*—ten endowed completely with $50,000 each, twenty more to be endowed on a matching fund basis at $25,000 each. These lectureships would be used to supplement the salaries of promising young faculty members.

A final $1 million should be set aside to endow *fellowships*—twenty of these completely endowed in the amount of $25,000 each, and forty more endowed on a matching fund basis at $12,500 each. These endowed fellowships are greatly needed by the various institutions to assist and encourage faculty members to undertake special and extra research and teaching projects.

These endowments will be great investments in top-quality faculty at New Mexico higher education institutions.

SPECIAL LIBRARY AND INSTRUCTIONAL EQUIPMENT FUNDS—1984

Based on assessed statewide needs, we recommend a five-year, $20 million extraordinary allocation for *library acquisitions*—in addition to regular appropriations for this purpose and the change in the BEF formula which we have recommended in respect to library support. These special funds will provide an opportunity for New Mexico's higher education institutions to catch up with comparable institutions.

The benefits from this investment will accrue internally in the improvement of instruction, research, and service. This investment will also result in the increased ability of our institutions to serve as data bases and resource centers, and this is very important for economic development in our state.

This $20 million (which includes 20 percent, capitalized, to process and provide access to the materials) will be used for the acquisition of library materials, computerized data bases, and improved library availability through computerized means—and should be provided at the rate of $4 million a year for five years.

The BEF should coordinate these acquisitions and expenditures to eliminate unnecessary duplication of services and encourage cooperation among institutions.

New Mexico institutions of higher education are running far behind need in *instructional equipment*, as we noted earlier. Computers cost more than slide rules. We have recommended a change in the BEF formula in this respect. For 1984, we also recommend the provision of special funds for microcomputers and other modern instructional equipment. Funds for this purpose are necessary for the institutions to help catch up with unmet requirements.

Statewide needs assessments show extraordinary requirements for instructional and other equipment of $14 million, which should be provided over a five-year period at $2.8 million per year. To this amount, there should be added an additional ten percent for maintenance. We so recommend.

These special, extraordinary library and instructional equipment funds should be provided from capital improvement or one-time appropriation funds—and through a statewide bond issue if necessary.

We point out, in regard to a possible bond issue, that present statewide bond issues will all be paid out in the fiscal year following the present one, and that, thereafter, there will be no statewide property tax. The present statewide property tax is a little over .5 mills (50 cents per thousand dollars of assessed evaluation). Within the last two years, it has been .8 mills for bond-issue purposes. One mill, statewide, will produce approximately $9 million annually.

SUPPORT FOR TAX INCREASE—1984

The Commission has been greatly encouraged by the strong leadership of Governor Toney Anaya in the promotion of excellence in New Mexico higher education, including support for a tax increase if necessary for this purpose. The Commission supports the Governor in that position.

We agree with state Secretary of Finance and Administration Denise Fort, who has said:

> The Governor is committed to providing the quality public school, vocational and higher education that is vital for a full range of diversified economic activity. We need a quality statewide vocational system to provide the skills to work in new industry. We need an

excellent public schools system to help attract new industry as well as provide the right students for our universities. We need an outstanding university system to produce the managers to run new industry and the technicians to design and produce new products.

The resources are available for the kind of educational system we need. The tax cuts enacted in the 1981 Legislature reduced the state revenue by $262 million for this year. Even before the tax cut, New Mexico's revenue raising effort was rated as underutilized by the ACIR (Advisory Commission on Intergovernmental Relations). The $262 million cut reduced this ACIR rating even further.

We did raise taxes for this year by approximately $110 million. This leaves a margin of over $150 million before we ever reach our previous level. None of these figures even consider the impact of the federal income tax cuts which left New Mexicans with a net reduction in taxes despite the state increases last July.

In conclusion, then, we feel that a number of improvements are essential in New Mexico higher education to promote excellence—and we have recommended them. Some of these improvements involve money. We have made detailed recommendations in respect to them, also. We must retain and secure excellent professors.

Reductions in State and Federal Taxes for Four New Mexico Families, 1980–1983

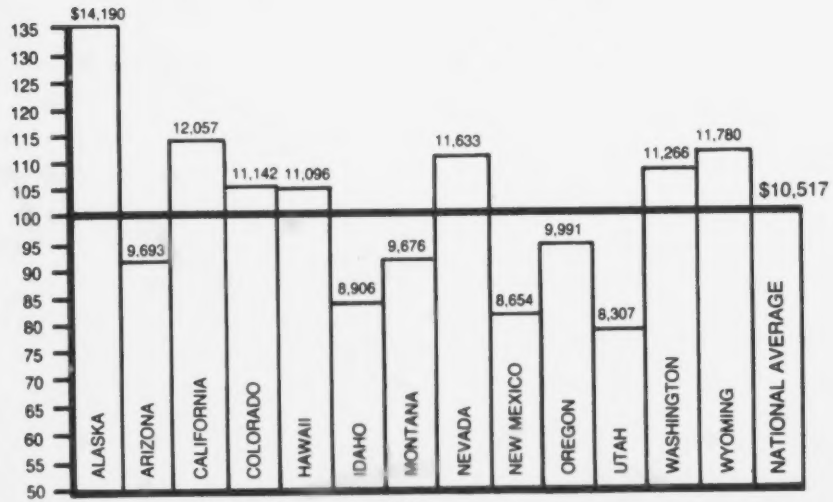
Family of Four Earning $15,000				Family of Four Earning $25,000			
	1980	1983	Net Change		1980	1983	Net Change
Federal	$2,277	$2,089	−$188	Federal	$5,204	$4,590	−$614
State*	244	252	+8	State	580	564	−16

Family of Four Earning $50,000			
	1980	1983	Net Change
Federal	$11,343	$10,083	−$1,260
State	1,934	1,719	−215

*State tax figures based on gross receipts, income and gasoline taxes.

Source: For state information: Testimony of Secretary Vickie Fisher, Department of Taxation and Revenue before the Governor's Commission on Higher Education, August 18, 1983. For Federal information: National Journal, June 25, 1983, pp. 1322–1324.

PERSONAL INCOME PER CAPITA OF WESTERN STATES



Source: *Statistical Abstract of the U.S., 1981.*

We must have excellent students. We must have excellent libraries and instructional equipment and other facilities.

We pointed out in Chapter One how vitally important is the goal of excellence in higher education for our state. It is important for students, now and in the future. It is important for the attraction of new industry and the development of new private jobs. It is important if we are to change the liability of poverty into the asset of an educated and skilled workforce. We repeat: expenditures for higher education excellence are not costs, but an investment.

We have made recommendations for the achievement of long-range funding goals—including a five-year plan to provide competitive salaries and specific recommendations in connection with a general overhaul of the BEF funding formula. As directed by the Governor, we have also made short-term, 1984 funding recommendations—which include the steps which need to be taken now so that we can realize our longer-range goals in the time we have set.

New Mexico has the financial ability to do what needs to be done. It is up to us. We can provide excellent futures for our young people and for ourselves.

NOTES

1. Kathy A. Flores, "At NMSU—A Faculty in Search of Excellence," a position paper presented to the Commission, September 30, 1983.
2. David Kauffman and the UNM Faculty Senate Operations Committee, "University Faculty as a Resource for New Mexico: The Many Roles of the Faculty in an Institution of Excellence," a position paper presented to the Commission, September 14, 1983, pp. 11, 12.
3. We are grateful to Ray Powell, Vice President of Sandia National Laboratories and a member of the Commission, for the study, "Summary Comparison, Quality of Program and Faculty/Support Staff Salaries, New Mexico Postsecondary Schools and Regional and National Institutions," November, 1983.
4. Gerald W. May and Joseph Genin, "Engineering Education in New Mexico," a position paper prepared for the Commission, October 18, 1983, p. 4.
5. See Paula L.W. Sabloff, "Faculty and Staff Salaries Hurt Quality Higher Education," a position paper presented to the Commission, August 18, 1983.
6. See, for example, James Dyke, NMSU Director of the Library, "Library: New Mexico State University," a position paper presented to the Commission September 30, 1983; Paul Vassallo, UNM Dean of Library Services, a position paper presented to the Commission, September 14, 1983; and Raul C. Herrera, NM Highlands U Director of Library Services, a position paper presented to the Commission, September 2, 1983.

5

Governance—and Excellence

Thomas Jefferson chose his own epitaph. It called attention to his three proudest accomplishments: his authorship of the Declaration of Independence; his authorship of the Virginia Statute of Religious Liberty; and his founding of the University of Virginia. As Jefferson clearly recognized, all three of these accomplishments—not just the first two—dealt with human freedom and were among the fundamental building blocks of democracy (or a republican form of government, as he would have put it).

A free marketplace of ideas is essential if good ideas are to be found and bad ideas are to be found out.

Colleges and universities are not like other public institutions or agencies. They test, debate, question, discover, and teach ideas—new and old. Some ideas are popular—and remain so because they stand the tests of time and scientific inquiry. Other ideas, popular at the outset, are later discarded because they cannot meet such tests.

It has generally been thought that the discovery and dissemination of truth by higher education institutions is facilitated by their insulation from immediate popular control. There has always been a concern, too, that government might attempt to use the teaching and learning process for propaganda purposes. For these reasons, earliest European universities developed as autonomous communities of scholars—students and faculty. In the United States, too, a large measure of independent self-rule was, from the first, accorded to public and private institutions of higher education.

Here in New Mexico, our state Constitution established both the importance of higher education and the importance of its insulation. All of the state's four-year institutions (Eastern NMU,

Western NMU, NM Highlands U, NMSU, NM Tech, and UNM) and two of its two-year institutions (Northern NM Junior College and NM Military Institute) were created by constitutional provisions, and their "management and control" were lodged in individual, constitutional boards of regents. These constitutional provisions were repetitions of even earlier statutes, enacted in 1889 by the Territorial Legislature. Branch two-year campuses are under the management and control of the constitutional regents of their parent institutions. Other two-year schools are governed by separate, locally-elected boards. All institutions are insulated from the direct control of state government.

Thus, New Mexico recognizes certain higher education principles which have elsewhere been stated as follows:

> The integrity of higher education, if it is to be preserved, must give the academy full authority over the selection of faculty, the conduct of courses and research, the processes of instruction, the establishment of academic standards, and the assessment of performance. . . . These functions constitute the core of academic life and it is here that the integrity of the campus must be uncompromisingly defended by the faculty, the president, and most especially by the governing board, which stands as a shield between the campus and the constituencies beyond.[1]

Still, in New Mexico and elsewhere, as we said in Chapter Two, it has been recognized that there are important *statewide* planning, budgeting, and policymaking decisions which cannot be made in isolation by the individual institutions. Therefore, questions of governance of New Mexico institutions of higher education must be considered from both a statewide and an institutional point of view.

STATEWIDE GOVERNANCE

New Mexico went from 1889 to 1951 without any statewide higher education coordinating or governing agency. Each institution prepared its own budget and lobbied for it with the Legislature. Finally, in 1951, the Legislature created the Board of Educational Finance, as one study has put it, "to serve as a 'buffer' between the institutions and the Legislature, to reduce the confusion that was present in funding higher education."[2]

In creating a statewide higher education agency, New Mexico was following the national pattern. Our state followed the national pattern, too, in lodging this state authority in a several-member board, rather than in a single state official.

The apparent reason for the several-member board approach has been the desire to make the statewide agency broadly representative of the state and its various higher education institutions—as well, perhaps, as to further insulate the individual institutions from more direct governmental control. For both these reasons, we believe that the several-member board structure is worth retaining in New Mexico.

BEF IS AN EXECUTIVE AGENCY

Initially, the Board of Educational Finance was a mixed, legislative-executive agency. Until 1959, legislators were regularly appointed as members of it. In that year, though, the New Mexico Attorney General ruled that legislators were not eligible to serve on the BEF board.

Since that time, the Board of Educational Finance has been an executive agency. Similar *legislative* oversight and budget authority in respect to higher education is exercised by standing committees of the Legislature and, during the interim, by the Legislative Finance Committee (LFC) and the Legislative Education Study Committee (LESC)—both of which have been created since the 1959 opinion by the Attorney General.

The chief executive officer of the BEF is its Executive Secretary, an exempt-status state employee.

CONSOLIDATED OR SUPERBOARD NOT DESIRABLE

In some states, the statewide higher education board or commission was created by constitutional provision. In the great majority of states, though, the existence of such a board or commission depends upon statute alone. New Mexico follows the majority pattern. The Board of Educational Finance was set up by statute. Today, it is composed of thirteen members appointed by the Governor. One of the members is appointed from a district consisting of the state at large. Each of ten other members is appointed from a board of education district created by statute. Two members are

appointed from among student body presidents, rotated among the educational institutions on a nine-year cycle. One student member is nonvoting; the other has a vote.

Unlike New Mexico, three states in the United States (Delaware, Vermont, and Wyoming) have created no state agency at all to deal with higher education. Twenty-one other states are also different from New Mexico in that, while they have state higher education agencies, the agencies are "consolidated governing boards." In these states, the consolidated governing board may have jurisdiction over all higher education institutions, as in Idaho, or there may be two or three consolidated governing boards with split responsibilities over the various types of higher education institutions, as in California.

Whether a state has one or more consolidated governing boards, each board usually takes on the direct "management and control" function which would otherwise be exercised by the regents of an individual institution—from selecting a campus head to establishing the rights and responsibilities of students and faculty.[3]

During the period from 1919 to 1947, various New Mexico studies recommended that the number of higher education institutions in the state should be reduced and that the individual boards of regents should be replaced by a single, statewide consolidated governing board. Each of these studies and proposals was rejected by the Legislature or the people of the state.[4] Thereafter, the Legislature created the BEF.

In the intervening years since, no serious drive has been mounted in New Mexico to replace the individual boards of regents or other governing boards with a statewide consolidated governing board. We think that none should be.

Such a change would require an amendment to New Mexico's Constitution by statewide vote. All of our state's institutions, together with their friends and supporters, would vigorously oppose any such alteration of their constitutional or statutory status and the subsequent centralization of state authority over them. There is, therefore, little or no chance that such a constitutional amendment could be adopted in New Mexico. At the very least, it can be said that such a constitutional change would come only after a bitter, prolonged, and hotly-contested fight which would greatly delay and divert attention from the other progressive steps and increased funding which are urgently needed to put higher education more firmly on the path of excellence.

It would be no less difficult, politically, to set up a constitutional "superboard" in New Mexico, with authority over all the individual boards—which would, under such a system, remain in existence. The various institutions and their friends and supporters would be no less vehement in their opposition to the establishment of a superboard than they would be in regard to the outright replacement of individual boards. The separate character and self-rule of the various institutions in New Mexico is vigorously and enthusiastically defended by them.

In our opinion, this defense is buttressed by reason.

A few people—notably not including Governor Toney Anaya—have suggested to the Commission that we should recommend the establishment of a consolidated governing board or a superboard for New Mexico higher education. These were sincere suggestions. We gave them serious and careful study and consideration. It is our conclusion that, even if a constitutional amendment for one or the other type of board could be adopted in this state, the creation of a consolidated governing board or a superboard in New Mexico would not be wise.

It is our judgement that a superboard, leaving in place the various institutional boards of regents under it, is the least attractive of the two unattractive alternatives. It would make the administration of higher education in New Mexico more complex, rather than more simple. Oklahoma has such a constitutional superboard. There, almost every important higher education decision must be made twice, even before being considered by the Governor and the Legislature. For example, if the University of Oklahoma wishes to change a course title or description, that decision must not only be approved by the University of Oklahoma Board of Regents; it must also be approved by the Oklahoma Board of Regents for Higher Education. To adopt such a system in New Mexico would be to add an unnecessary layer of bureaucratic duplication.

One argument we have heard in favor of New Mexico adopting a consolidated governing board or a superboard for higher education has been that such a system would hold down, or even reduce, the number of higher education institutions in this state. We have not found this argument persuasive. Oklahoma, again, has had a constitutional superboard since 1945. Yet, this has not reduced or held down the number of that state's institutions of higher education. Indeed, since the 1950s, that state has increased the number of its colleges and universities from eighteen to twenty-seven, and it has,

during the same period, allowed a number of its two-year institutions to be converted into four-year institutions.

Another argument we have heard—from UNM supporters—in support of New Mexico creating a consolidated board or a superboard for higher education has been that this would remove higher education decisions from "politics" and would allow the University of New Mexico, the state's largest university, to receive preferential treatment and support because of its special importance and mission. We have not been pursuaded by this argument, either.

Any new consolidated governing board or superboard would have to be appointed by the Governor and confirmed by the State Senate. It is highly unlikely that these appointing and confirming authorities would ignore the principle of statewide representation and load any such new board with special friends and supporters of one institution. Indeed, the contrary has been forcefully argued to us, and it has been stated that, rather than differentially promoting excellence in certain institutions within its jurisdiction, a consolidated governing board or a superboard would more likely tend to treat all universities or all colleges the same, regardless of an institution's special needs or mission.

In that respect, we were impressed by the oral report given to us by UNM Vice President Marvin "Swede" Johnson, formerly associated with the University of Arizona, and Duke University President and former North Carolina Governor Terry Sanford. Vice President Johnson, who has had a full opportunity to study the Arizona system, both from the inside and from the outside, is convinced that the consolidated governing board in Arizona has tended to "drag down" the best institution in the system, while "bringing up" the others. That is exactly the same position that President Sanford takes in regard to the consolidated governing board in North Carolina. He believes that the consolidated board, there, worked well as long as it had jurisdiction over only three top universities. But he feels that higher education in that state suffered when all the four-year institutions were brought under the board's authority. "There has been a leveling effect," he told our Chairman.

We have also heard the argument that a consolidated governing board or a superboard for higher education in New Mexico would help the higher education system secure more funds from state government. This has not been the case, recently, in either California or Oklahoma.

We recommend against the creation of a consolidated governing board or a superboard.

BOARD OF EDUCATIONAL FINANCE

At present, New Mexico is one of twenty-six states in the country which has some type of statewide *coordinating* board for higher education. Nineteen of these coordinating boards—including New Mexico's—have regulatory functions, in addition to mere coordinating powers. The 1951 Board of Educational Finance statute stated that the BEF was established "to deal with the problems of finance of those educational institutions" designated in the state Constitution. The BEF, then, started off purely as a coordinating agency, with the responsibility for receiving, adjusting, and approving budgets of the individual institutions prior to their submission to the legislative and executive branches. This is still a very important part of the responsibilities and powers of the BEF.

The BEF exercises its fiscal powers both before and after the legislative appropriations process. In the Fall of each year, the BEF examines the budget requests and the proposed capital improvement projects of the various institutions and holds public hearings in respect to them. The BEF then makes its own budget recommendations. After these budget recommendations have been acted upon by the Legislature and the appropriations for higher education have been approved, the various institutions then propose actual operating budgets, and these are acted upon by the BEF in the Spring of each year.

In addition to these initial and core responsibilities and powers, the Legislature has added other statutory ones. In 1955, it was provided that no state funds could be used in new graduate programs unless the programs were first approved by the BEF. In the same year, the BEF was given the power to define student residency and nonresidency for tuition purposes.

In 1963, the BEF was given the power to approve capital outlay projects and to allocate the proceeds of state bond issues. In 1964, the Legislature gave the BEF the power to administer provisions of the federal higher education act—in regard to community services and continuing education, student incentive grants, equipment and materials, and facilities and construction. In 1970, the Board of Educational Finance was given the authority to recom-

mend concerning student fee increases, and it was also given the authority to administer the state student loan program.

In 1973, the Board of Educational Finance—acting as the Commission on Postsecondary Education—was named as the federally-mandated agency to perform statewide planning in higher education.

In addition to these statutory duties, the BEF also has undertaken to review and present budget recommendations for "special projects" in the fields of public service and research, to certify student enrollment reports, to develop reciprocity agreements with neighboring states, and to publish information reports about New Mexico higher education.

No new branch campus can be established by a four-year institution in New Mexico except with the approval of the Board of Educational Finance. No branch campus can become independent without BEF approval, either. For the independent, nonconstitutional two-year institutions, the BEF has the authority to approve plans for buildings, as well as annual budgets and bond issues. In conjunction with such college boards, it has the power to prescribe courses of study, and it may discontinue the approval of a junior college which repeatedly fails to meet standards set by the BEF and the local college board.

It is clear, then, that the Board of Educational Finance is not merely a coordinating agency. Nor is it only a finance agency.

In furtherance of establishing a clearer role for the Board, we recommend two changes in its jurisdiction. First, we feel that budgetary authority over the School for the Deaf and the School for the Visually Handicapped is administratively misplaced in the BEF. These are not higher education institutions. The authority of the BEF over them should be transferred to the Office of Education in the Department of Finance and Administration.

Second, we feel that jurisdictional changes are needed in respect to the three vocational and technical institutions—Albuquerque Technical-Vocational Institute, Luna Vocational-Technical Institute, and Tucumcari Area Vocational School. At present, curriculum and program authority over these institutions is lodged in the State Department of Education, and budgetary authority over them is excerised by the Office of Education in the Department of Finance and Administration. This split authority is not conducive to the promotion of excellence. It should be unified.

Since these institutions are higher education institutions, this unified authority should be given to the BEF. Such authority is important in regard to curricula and programs, because it will allow the BEF to supervise and coordinate an overall statewide plan in regard to vocational and technical training, so important to the economic development of the state. The BEF already has such coordinating authority for the vocational and technical training programs now being offered by the two-year schools and Western NMU. Such curricula and program authority in the BEF would also facilitate a better and easier articulation among all of the higher education institutions in New Mexico and a more informed consideration of present and future requests by vocational and technical schools for the authority to award associate degrees.

Since the vocational and technical schools are different from the public schools and are very much like the other higher education institutions of the state, their budgets should also rationally be handled by the BEF—in conjunction with the budgets of the other two-year and four-year institutions. The Commission understands that the vocational and technical schools have some objections to and problems with the BEF funding formula and procedures as they might apply to them. Our recommendation in respect to BEF budget authority over these schools is predicated on the proviso that these funding objections and problems can be worked out between the BEF and the institutions involved. Prior to any formal action on this recommendation, the institutions should be assured that there will be no interruption, but, indeed, a steady improvement, in future funding.

We call attention to the fact that, in Chapter Two, we recommended very strongly that the *Statewide Plan of the Board of Educational Finance* should be implemented, that updated statements of mission should be developed and announced for each institution, that procedures and mechanisms for regular, careful, and complete program review—to eliminate and prevent unnecessary duplication—should be used to the fullest. We also recommended that the Board of Educational Finance should continue its efforts for a greater degree of articulation, transfer of course credits between the various higher education institutions, and toward more cooperative education programs—all to help eliminate and prevent unnecessary duplication. We further recommended that the Board of Educational Finance be given the additional responsibility for

making a regular, long-range needs assessment—based upon present and projected student demand, business and industrial requirements, and employment opportunities—and that this needs assessment should be updated annually and be used for higher education planning and program review purposes. We also, of course, supported the continued responsibility of the BEF for annual funding and enrollment reviews and post-appropriations budget oversight.

In that connection, we state here again that we feel that the Board of Educational Finance is very much understaffed to handle its present and projected responsibilities—if it is to assure acountability and quality control in New Mexico's system of higher education. At present, it has only seven professional staff members. We specifically recommend that it should have an additional budget analyst and two additional institutional and needs assessment researchers.

INSTITUTIONAL GOVERNANCE

The structure of governance for each institution very much affects its continued insulation from immediate and direct popular control—an essential element in the pursuit of higher education excellence.

State statutes already provide for the creation of a separate, locally-elected governing board for a technical institute like Albuquerque Technical-Vocational Institute. Similar provisions should be made for separate, locally-elected governing boards for the area vocational schools—now governed by local public school board or boards. The postsecondary mission is different from the public school mission and can be pursued more successfully if such higher education institutions are freely allowed to provide for their own separate self-government.

We agree with Dr. James Henderson of San Juan College, who heads the Association of Community and Junior Colleges, that state law in regard to the two-year colleges should emphasize local option, a position endorsed in the *Statewide Plan of the Board of Educational Finance, 1983–1987* which stated that "each community with a sub-baccalaureate institution should be able to choose the form of governance, type of board, and relationships with other institutions which best suit its needs and expectations."[5] The present law, which contains a disincentive for independence for branch

campuses in the form of a requirement that local approval must first be obtained for a four-mill property tax levy, should be changed.

All of the state's four-year institutions have constitutional boards composed of five members, each of whom serves for staggered terms of six years. We note, however, that in regard to Eastern NMU and Western NMU, the statutes conflict with the Constitution. The Constitution says that these institutions, too, like the others, will be governed by regents who serve for six-year terms, but the statutes provide for four-year terms. Of course the constitutional provisions govern, but, for the sake of consistency, the statutes should be changed to conform to the constitutionally-set terms.

Other statutory provisions should be changed so that Eastern NMU, NM Highlands U, and Western NMU are treated the same by law. At present, NM Highlands U and Eastern NMU can accept donations, while Western NMU is not mentioned in this regard. Eastern NMU is specifically prohibited from incurring indebtedness, while NM Highlands U may borrow money for building purposes and is authorized to issue and sell bonds. There appears to us no reason for the statutory differences among these three regional institutions. We recommend that the various statutes be made uniform in respect to them.

In conclusion, then, we do not feel that the creation of a consolidated governing board or a superboard for New Mexico higher education would be desirable. With a clearer understanding of its role as an executive and exclusively higher education agency, the BEF can, working with individual governing boards of the higher education institutions of the state, provide the assurance of accountability and quality control which is a hallmark of excellence.

NOTES

1. Ernest L. Boyer, "Control of the Campus: Essay on Governance," *AG* Reports (November/December, 1982).

2. Department of Finance and Administration, "An Assessment of the Board of Educational Finance," State of New Mexico, December 1980, p. 5.

3. For a full consideration of the various types of state higher education agencies, see Robert O. Berdahl, ed., *State-wide Coordination of Higher Education* (Washington, D.C.: American Council on Education, 1971); D. Kent Halstead, *Statewide Planning in Higher Education*, a publication of the U.S. Department of Health, Education, and Welfare (Washington D.C.: Government Printing Office,

1974); and Carnegie Foundation for the Advancement of Teaching, *The Control Of The Campus: A Report On The Governance of Higher Education* (Washington, D.C.; Carnegie Foundation for the Advancement of Teaching, 1982).

4. Harold W. Lavender, "The New Mexico Board of Educational Finance—A Study in the Control of Higher Education," Ph.D. dissertation, University of New Mexico, 1965.

5. Board of Educational Finance/State Commisssion on Postsecondary Education, *A Statewide Plan for Postsecondary Education in New Mexico: 1983–1987* (Santa Fe: State Commission on Postsecondary Education, 1982), p. 33.

Acknowledgments and Appendices

The Commission owes thanks to many people: for their information, ideas, and data; for delivering to us material which we needed in an extremely short period of time; and for great cooperation and assistance in general.

We relied heavily on a number of people to gather and help us evaluate the solid, statistical data which was essential. They included: Commissioner Everett Frost, Vice President for Planning and Analysis at Eastern NMU; Richard H. Cady, Director of Institutional Research at UNM; and Commissioner Ray Powell, Vice President of Sandia National Laboratories. We are grateful for their accurate and insightful analysis.

The BEF, under the direction of Executive Secretary Ted F. Martinez, was also highly supportive of our efforts, sharing ideas and information with us. We extend our special appreciation to him, to Sigfredo Maestas, Nancy Cameron, Michael Glennon, and Dewayne Matthews of the staff, and to Nelson Tydings, Chair, and Dolly Baker, Vice Chair, and the other members of the Board.

Chapter Six, on governance, was based on a comprehensive report by the Committee on Governance, headed by Dean Robert Desiderio of the UNM Law School. Its members included Commissioner Pamela Minzner, Professor Ruth Kovnat, and Lynda Selde. We are grateful to all of them.

A special note of appreciation is due to President John Perovich and his administration, including McAllister Hull, Jr., Richard Cady, Doyle Kimbrough, James F. Morgan, Joyce "Steve" Rhodes, and Jason Grammer. These people welcomed us onto their campus and provided us with office space and furniture, budgetary and publication help, and other services. They also suffered many interrup-

tions in their overworked schedules to answer our questions and help us to learn which questions to ask.

Many people gave us valuable advice and wrote papers for the Commission. We express thanks to the following people in this respect: Janice Hightower, Gerald M. Burke, David Byrne, W.H. Chandler, Ed Cassidy, Ida Lee Vogel, Pat Jaramillo, Clarence Kron, Manuel Pacheco, Tom Field, Lee Zink, Sean Bersell, Celia Jorgensen, Starlyn Mather, and Susan Jones.

We are grateful to those who wrote thoughtful—and helpful—position papers for us: Greg Candela; Concerned Native American Students at UNM and the KIVA Club; Engineering Societies Presidents' Council of New Mexico; Kathy Flores; Graduate Student Association at UNM; William A. Gross; Kathryn Harris Tijerina; Charles Holmes; Ruby F. Lassiter; Sigfredo Maestas; Gerald W. May and Joseph Genin; Louis Saavedra, Sam Vigil, and William Coffey; John Shepard; Rodney L. Stewart; Narcisa Zárate; Lee Garner; and Lynie Provencio.

Our thanks also to all of the people who helped the Commission with its public hearings: President Robert Matheny and his administration at Eastern NMU; President John Aragon and his staff at NM Highlands U and Representative Sam Vigil, President, Luna Vocational-Technical Institute; President Robert Glennen and his administration at Western NMU; President Laurence Lattman and the administration at NM Tech; President John Perovich and the administration of the main campus at UNM; President Louis Saavedra and his staff at Albuquerque Technical-Vocational Institute; President James Henderson and his administration at San Juan College and all the other heads of two-year institutions; Dean Robert Desiderio of the UNM Law School; Dean Leonard Napolitano, Director of the UNM Medical Center; and President Gerald Thomas and his administration at NMSU.

Finally, we wish to thank our excellent staff who worked so hard and capably, pushing themselves to meet impossible deadlines and sharing in the excitement of the project: Paula L.W. Sabloff, Executive Director; Al Stotts, Special Assistant; Peter S. Kierst, Research Director; Elizabeth A. Yost, Research Assistant; Timothy Hale, Research Assistant; Cindy Barela, Office Manager; and Lois Ann Sury, Word Processor.

Position papers and issues papers, as well as public hearing testimony and materials, bound and with a table of contents, are

available at the UNM Zimmerman Library, Albuquerque, and the State Records Center and Archives, Santa Fe.

All of the members of the Commission felt that Governor Toney Anaya gave us an important task. We are grateful for his leadership and for the help of all those who aided in our work.

December, 1983

APPENDIX A

Educational Excellence and New Mexico Tech

Paige W. Christiansen
Professor of History
New Mexico Institute of Mining and Technology

There is a danger that American higher education is becoming a routine process, capable of producing reasonably efficient technicians and specialists, but not nearly good enough at developing people with depth, drive, imagination, creativity, leadership ability, and character that our society most requires. It is far more important that the colleges and universities aim at producing such people than at supplying personnel trained to perform their first jobs. It is a serious mistake, however, to put the problem in either-or terms—students should be either trained for first jobs or educated for lifelong careers. The task confronting education today is to reconcile those different objectives to eliminate either-or thinking, and to prepare students both for the beginning of their careers and for lifelong learning.

Higher education, to be relevant, should emphasize the development of certain qualities:

1. Analytical ability and balanced judgement,
2. Capacity to solve problems and reach decisions in a sound and well-organized manner,
3. Vigor of mind and of imagination,
4. Ability to work with—and lead—others,
5. Ability to understand human behavior and social, political, and economic forces,

6. Character that assures adherence to high principles under stress conditions, and
7. Ability to keep an open mind and to continue learning on one's own initiative.

It is no easy task to define what constitutes breadth or excellence in education. Past definitions appear dated. Because cultures change and knowledge grows, it appears impossible to specify far in advance just what courses will be effective in producing the broadly educated, principled and able people that our society needs.

However much its specific content may change, excellence in education has certain timeless aspects and aims. In every society the well educated person is one whose understanding of the world has been enriched and deepened by an acquaintance with the great minds of the past and present; whose powers of perception and imagination enable that person to grasp relations and analogies in different areas of knowledge and experience; and whose character and intelligence are such that many kinds of problems can be dealt with vigorously and effectively. Such an education gives the individual a sense of the historical events that created the surrounding world; it deepens the understanding of mankind; and builds respect for the human species' boundless creativity.

A broad and excellent education helps the individual to acquire an understanding and command of one or more of the complex structures of thought that cultures have built, and to grasp how vital those structures have been in shaping the world. It not only shows how people in the past have made discoveries but starts the student on the road toward making independent discoveries. It heightens the excitement of learning and of living.

Such an education can make a person more effective in the affairs of the world. It can help one master the art of communication. It can lead to a perception of the importance not only of learning broad generalities and principles, but of respecting, gathering, and using facts. It can help one learn organization—the art of marshalling resources to achieve desired ends. Whether those resources be ideas, people, or things.

There has been a decline in the quality of higher education in the United States in recent decades. It has been a part of a casualness about education in American society at all levels. The trend toward job oriented professionalism is partly responsible for the decline of excellence in American colleges and universities. Higher education has gone too far in the direction of professionalism and

vocationalism at the expense of a broad-based educational program. This has done great harm and serves to undermine the most important values in our society—freedom, love of truth, and respect for the rights of the individual. The dominance in recent years of the professional-vocational philosophy at both the undergraduate and graduate levels has resulted from a variety of causes: from the swift expansion of science and technology and of knowledge in all fields, from the increasing fracturing and specialization of both knowledge and life in a modern industrial society, and from the spread of mass education to the college level. It has become far more difficult to preserve a system of higher education that worries a great deal about the character of the individual student in circumstances where not hundreds or thousands, but hundreds of thousands, eventually millions are going to college.

The role of the professor in promoting excellence in the university has also changed. I fear that one of the really important contributors to making American universities into the finest in the world is disappearing. The traditional professor is the teacher who made university education higher education, who stirred thought, developed leadership, inspired controversy, kindled revolution, or simply brought to students knowledge for its own sake. Forces built into modern American society have gradually eroded the function and the prestige of the college professor.

The traditional professor is three distinct things, all of which are important to higher education. First, the professor is a teacher, a person highly schooled in a chosen area of study, who develops the materials for students and guides them through the maze of learning. This is the primary function to which the professor must devote substantial time and energy. Second, the professor is a productive scholar, creative of thought, conscious of an obligation to a chosen dicipline, and recognizing the need to advance knowledge for the benefit of society. Publish or perish? Yes, for a scholar who does not do research, who does not bring the results of that research to public view, who is not constantly looking at the evolution of one's field (reinterpreting, evaluating, seeking new insights), is surely perishing. Research is a function to which our professor must devote much time. Third, in addition to the demands of the classroom and the demands of research and writing, the professor must be an integral part of the university administration, working with curriculum development, standards, a myriad of student problems, and many other areas where the professor's experience and

special qualifications can be utilized by the administration. This function is carried out through committees, faculty associations, faculty senates, and the like. Again, this function demands time and energy.

While all three of these functions may seem separate, they are integral parts of the traditional professor, and they all revolve around the process of higher education and must have but one over-riding goal: the teaching of students. The professor has no other claim to existence. No matter what the task—lecturer, researcher, administrator—the professor must be surrounded by his students and with them participate in the process of higher education.

Splintering, divisions within the university and specialization have gradually isolated the various parts of this ideal professor. Some have become teachers only and thereby fail in their obligation to their chosen field of study. Some have turned to research only, thereby neglecting the teaching function. Those who devote themselves too much to teaching or research find tedious the administrative functions. There is a separation in the mix that makes up the ideal professor. To maintain excellence in higher education, or perhaps to put it more accurately, to reestablish excellence, higher education must find a way to bring back balance to its individual faculty members.

TECH FACULTY AND THE TEACHING PROCESS

New Mexico Tech has developed a fine faculty. In general faculty members have achieved a high reputation, frequently internationally, in their respective fields. It is rare at Tech that any of the faculty lacks the Ph.D. degree. The standards of scholarship are high, and research is an important function in every discipline. The faculty as a whole has an excellent record of publication. Despite these strengths, New Mexico Tech, like other colleges and universities, frequently falls short in the development of the very best graduates who are so badly needed by our society. There are a number of things that will help improve education at Tech. Some involve little or no cost; others are high priced.

Greater emphasis can be placed on the teaching function as it compares to administration and research. This can be accomplished by elevating teaching to the prime consideration in dealing with such matters as tenure, merit pay increases, and promotions. These are areas where regard for excellence has a direct bearing on

what people do and how they approach the quality of their work. How teachers are assigned their duties is another area where one can improve the quality of education. By using the best teachers in the most critical teaching areas (introductory courses for majors, important service or preparation courses, etc.), we can bring better education to our students. Too many lower division courses in many fields are turned over to inexperienced professors or, worse, to graduate assistants who are not ready for this very important level of education. The first courses are the most important in the moulding of young minds. The young student deserves the best the university can give—not the novice, an apprentice, or a beginner, but a master teacher.

It is important that the prestige of the teaching function be reestablished. This must be done internally as an institutional decision and should also be promoted by the State of New Mexico. Excellence in teaching must receive acclaim and tangible rewards, just as do research and administration.

Faculty salaries have stagnated during the past few years. They must be brought into a better balance with other segments of the economy requiring similar educational preparation. This must be done at all levels, at entry ranks as well as advanced ranks. Raising salaries even more modestly is a costly process: raising them enough to bring them up to competitive levels will require even more substantial additions to higher education funding. The disparity in salaries between higher education and industry has a two-fold effect. Universities have to seek out those who prefer the university environment, or they will be forced to select those prospective employees who are not competitive in the industrial world. The former is difficult, and the latter can only lead to declining standards in education as the quality of its faculty is lowered. The problem in providing adequate salaries to attract outstanding faculty must be addressed if New Mexico is to aspire to excellence in Higher education.

Moreover, teaching loads are frequently distributed on some basis other than the needs of the students. Frequently there is little consistency in making teaching assignments. Teaching loads need to be geared to the requirements of the curriculum without regard to the research or administrative needs. Better balance in teaching assignments throughout the university might have the effect of reducing loads, and this increases the cost of higher education. However, one should not confuse low teaching loads with excel-

lence of education. There is no evidence that low teaching loads result in better teaching. Whether or not improved teaching results from reduced loads depends on how time released is utilized. If time is spent on better preparation, it might have the desired effect. If time is diverted toward non-teaching activities, it may have no effect on the quality of education. Frequently, teaching assignments are increased for those who are the best teachers, resulting in good teachers carrying heavy teaching loads. Those faculty members having teaching problems tend to have light loads. Such a situation can lead only to declining educational standards.

Increasing salaries and adjusting loads will have the desired effect of promoting excellence only so long as the non-money problems are also addressed. If there are indeed people who will not teach or who are poor teachers, universities must find mechanisms to deal with the problem: even the question of tenure must have to be studied.

If the university can solve the salary and the teaching-load problems and can bring the teaching function into its proper relationship with other university functions, improvements in quality will come quickly.

TECH STUDENTS AND THE TEACHING PROCESS

New Mexico Tech has attracted high quality students over the years, despite its open admissions policy. Tech's programs are unique, specialized towards mineral resources and natural resources. The curriculum that supports these unique programs tends to attract those students with particular interest in science and technology and those in the upper parts of their graduating classes. The standardized test scores of Tech's entering freshmen and other statistical measurements support this fact. Despite apparent success in attracting good students, however, Tech faces constant and increased competition for those students from other specialized schools and from other universities. In general every school wants good students. Often Tech finds itself lacking the capability to do the kind of intensive recruiting that is needed to assure a constant attraction of good students. Recruiting weaknesses or failures result from lack of advertising, lack of good public relations, or of other functions connected with recruiting. Frequently these failures are due to lack of funds with which to develop good programs. In other cases it is a matter requiring institutional policy shifts.

There is no question that one aspect of recruiting failure is a money problem: Tech does not have the funds to award sufficient scholarships to attract deserving students.

Moreover, it is difficult to get students from the high schools in New Mexico and other states who have a solid enough base in English, science and mathematics to enter into Tech's normal curriculum without some effort by the university to bring up their levels of understanding in those areas. Tech expends important time and money trying to get some students ready for college, and that is time and money being expended for remedial not higher education.

Besides, there is no question that attracting students to and holding students in a small rural community presents a problem to Tech. It is essential that Tech make every effort to insure that the teaching process takes place in surroundings that are conducive to learning. That includes not only the conditions in the classrooms, but also the standards for the dormitories, the campus, and in the social well being of the students.

New Mexico Tech has reason to be proud of its excellent student body, but at the same time, there is concern that Tech is not doing enough to maintain that excellence. There are several remedies; some are expensive, but some simply require a shift in policy or direction.

Good recruiting techniques and scholarships are necessary to maintain the high quality of Tech students. There are many things that can be done to improve Tech's recruiting techniques, many that do not have high costs associated with them. In the printed materials Tech utilizes, there is often little imagination and appeal. These could be improved. Increased use of faculty in recruiting, particularly in New Mexico, would offer an additional advantage. This could be accomplished at a relatively low cost. Tech's specialized curriculum is a great asset to recruiting. Keeping Tech's curriculum in tune with the contemporary needs of New Mexico and the nation would also be an attraction to good students.

Public relations is everyone's business. How Tech is perceived by the citizens of New Mexico, by the teachers and counselors in the high schools, and by business and industry has to be constantly reinforced. Tech is not noted as a specialist in public relations. Better public relations should be as much a matter of policy as it is a matter of money.

Tech receives a great deal of student aid money from federal and

state government to be dispensed to students in need. However, in order to be competitive with similar types of schools across the nation, Tech needs funds for scholarships based on academic performance, either in high school or after proof of outstanding college performance. Scholarships are expensive. Tech has always sought funds from private sources to aid in scholarship programs and will continue to do so. It is important, however, that the State consider increasing its contribution to scholarship funds.

In addition, Tech's graduate school must be upgraded, both in terms of offerings and in terms of the quality of student it is able to attract. Graduate stipends must be increased. Tech depends heavily on stipends connected to research grants to support graduate students. It needs to broaden this base with additional stipends.

The amount of money spent by Tech on graduate recruiting is inadequate. Tech needs to increase the intensity of its graduate recruiting, a costly process. In addition Tech must expand the scope of its recruitment as well. The graduate program at Tech should be a much more important segment of the university's effort.

Tech needs to expand its student services area, too. It lacks adequate counseling, tutorial service, and social services, and some of its dormitories provide only marginal living conditions. To improve these services would be costly. While surroundings and conditions do not in themselves make for excellence in education (adequately prepared students and teaching do that), they do play an important role in the general morale of students and faculty.

TECH FACILITIES AND THE TEACHING PROCESS

Any attempt to equate facilities to excellence in education is difficult. Plant requirements seem to be endless—more buildings, more classrooms, more laboratories, more facilities of all kinds. There are, however, some comments and some generalizations that need to be included in a statement on excellence in higher education. These fall into two general categories: the physical plant and equipment. Unfortunately, in both cases adequate funding is the key.

The general atmosphere and decorum of the university is certainly a factor in the learning process. The classrooms and the laboratories are where the students and the faculty work and learn together. These facilities must be suitable to their intended use and well maintained to allow for excellence in the teaching process.

The same can be said of other, nonteaching facilities such as libraries, areas, dormitories, and support areas. All of these facilities must also be well equipped.

Here are some specific plant equipment needs that are particularly required at a scientific and technically oriented institution. Modern, up-to-date classrooms are an essential ingredient in teaching. Such classrooms need to be equipped with adequate audio-visual capability. Tech's classrooms are mostly old, lacking good acoustics, and woefully lacking in audio-visual capability. Proper maintenance and repair are also essential. Keeping facilities in good repair and clean is less expensive than building new buildings.

In addition to adequate buildings, equipment of all kinds, reflecting the latest technology, is necessary to excellence in education. Instructional laboratories, research laboratories, classrooms, and support services (computer technology, communications capacity, etc.) need state-of-the-art equipment so that students are properly educated in their use. The recent equipment bond issue for engineering and scientific equipment allowed the institutions in New Mexico to make great strides in upgrading their scientific and engineering equipment. Two years remain on the current bond program. Some effort must be made to continue this process, and the university encourages the State to initiate a new issue that will allow continued improvement in instructional and research equipment.

The libraries at the state institutions of higher education have a constant need for adequate funding. Libraries are the life blood of the university. Excellence in education is directly related to the quality of university libraries, yet book and periodical budgets tend to be the first cut when funding for universities is adequate. Tech's library collection needs upgrading. Many types of classes cannot effectively utilize the collection because of the lack of adequate books and periodicals in many fields. Still, the library is the best place on campus for students to learn if the collection is current and the facilities are well staffed.

Above all else, excellence in education is an attitude. The administration, faculty, and students at the university have to be committed to excellence so that they can best utilize their resources. The state of New Mexico and its citizens must also make a commitment to excellence by making available the maximum funding possible within the fiscal capability of the state. If the university

fails in its responsibility or if the state withholds necessary funding or wastes funding on unnecessary educational pursuits, then excellence is not possible. Excellence in education requires hard work on the part of students, faculty and administrations, and adequate funding from the State.

APPENDIX B

University Faculty as a Resource for New Mexico: The Many Roles of the Faculty in an Institution of Excellence

David Kauffman and the
Faculty Senate Operations Committee
University of New Mexico

PREFACE

This report was prepared by the Operations Committee of the Faculty Senate of the University of New Mexico for presentation to, and at the specific request of, the Governor's Commission on Higher Education. Ideas and information were obtained from a great number of people. Those actually writing the report were David Kauffman (Faculty Senate President, Associate Professor of Chemical and Nuclear Engineering), Richard A. King (Faculty Senate Vice President, Associate Professor of Educational Administration), David Hamilton (Professor of Economics), Brian K. Hansen (Professor and Chairman of Theatre Arts) and Leonard Stitelman (Professor of Public Administration).

Much of the material in this report applies equally to all universities. Some of it is limited to large, comprehensive research-oriented universities such as the University of New Mexico. A small portion is specific to the University of New Mexico alone.

I. THE DEFINITION OF EXCELLENCE

The excellence of a university must be judged by comparing its performance against its goals: excellent schools are those who do very well what they set out to do. Under the best of circumstances the comparison of performance and goals is difficult: some performance can be quantified, but much is very subjective. Even so, all parts of the university community have accepted the need for evaluation and continually review their performance relative to their goals.

The real question in defining excellence, however, has to do with the goals: what should a university be? Or more accurately—because a modern university is a very complex institution—what goals, in what combination, should guide a university?

Different kinds of goals have their advocates: students sometimes want the university to be a mix of an occupational training school and a social club; parents emphasize marketable skills; legislators desire economic benefits for the state; university administrators try to balance these short-term, economic benefits against a mid-range vision of what a university should be. To a greater or lesser degree, however, each of these constituencies has a short-range vision bounded by regional concerns. Each tends to value the university for its instrumental benefit: it can provide job training, it can increase personal income, it can brighten the state's economic picture.

What follows in this report is based on two premises: first, that a state university—and the system within which it operates—will have a complex blend of goals, and, second, that the vision of the faculty as to what constitutes a university represents an underutilized resource. If the University of New Mexico aspires to nothing more than meeting the immediate, practical, short-term demands of a sparsely populated southwestern state, it should compare itself to the goals set by those of limited vision. By that standard, the University of New Mexico may *already* be "excellent." But, if we seek to provide New Mexico, the Nation, and the world with the less immediate, but more lasting benefits of a fine university, we must turn to the faculty who have that vision and support them as they seek to create a vision of "excellence" which strives toward the most demanding goals.

Only one group consistently advocates the long-term historical view and brings a national and international definition to the word

"university"—the faculty. Mainly, this is because, without diminishing their loyalty to the institution which employs them, the faculty also have a vision of a "university" which transcends both regional concerns and the next budget cycle.

Amid all the talk of a "great" university system, the voice of the group most clearly able to provide such a goal, the faculty, has often been ignored—and sometimes openly ridiculed.

What is the vision of an excellent university that the faculty perceive? It has many features, enough to fill several books, and the specific details will vary. It can be summed up, however, in the following key points:

An excellent university is one:

1. where knowledge and learning reign supreme, taking precedence over all other activities.
2. where faculty members can pursue their specialized interests, developing their knowledge, understanding and skills to the highest possible levels.
3. where students can come to learn and develop their own knowledge, understanding and skills, both in areas related to their future careers and in areas of personal interest.
4. to which the state and the community, including both public and commercial organizations, can turn for advice and expertise in a wide range of fields.
5. which can foster in the state and the community the growth of intellectual and artistic activities to the benefit of all citizens.

There are six basic requirements for an excellent university to exist. There must be an excellent faculty, an excellent student body, an excellent support staff, excellent facilities, an excellent library and an excellent system of governance. Mediocrity in any one of these requirements will result in a mediocre performance level for the entire university. The majority of this report is focused on the faculty. A few comments on all six areas, however, will help put things in proper perspective.

An excellent faculty must include representatives of the best people in the world in the various fields of study of the university. There must be established, world-recognized scholars, and there must be bright, ambitious younger faculty who will become the established scholars in another decade or two. These must be people working at the frontiers of knowledge in their different fields. An excellent university must be able to hire and retain these excellent faculty members.

An excellent student body is also essential. At the undergraduate level, the student body in a major university should be very diverse in interests and background. It should challenge the faculty to do their best teaching. It should be vocal and active in demanding the best. At the graduate level, where education is much more specialized, the student body should include some of the brightest people in the world. Within each graduate program there should be a large enough body of students to allow for student-student learning as well as student-professor learning. It is only through careful examination of ideas from many points of view that these students can obtain the best possible education. And many of these students will ultimately become the scholars and faculty of the future, not necessarily at the University of New Mexico, but at universities around the world.

An excellent support staff is essential for an excellent university. The primary purpose of the staff is to increase the productivity of the faculty and students. There are many tasks which faculty and students *could* do, but which can be done much more efficiently by staff employees; e.g., operating the power plant, keeping financial records, mowing the lawn, etc. There are other specialized tasks which faculty and students could not do well; staff specialists are essential in such areas as installing computers. An excellent university must be able to hire and retain these people in a market which competes with private industry as well as other government-supported activities.

Facilities—buildings, equipment and furnishings—must be adequate for the job at hand. Classrooms, laboratories and offices must be well designed, equipped and maintained. Total floor area is not itself a valid indicator of excellence, or even adequacy, in buildings.

An excellent, comprehensive library is essential for an excellent research-oriented university. To a large extent, its resources define the scope of what the faculty can do. Without a wide collection of research journals, the latest books and a wealth of archival material, a faculty member cannot possibly work at the frontiers of his or her field. Rapid, convenient access to these materials is essential.

An excellent university must have an excellent system of governance. Management of people and other resources must be carried out in such a way as to enhance the primary mission of the university: the generation and dissemination of knowledge. There

are many models of governance for higher education, covering both governance within a university and governance of the entire higher education system in a state or nation. New Mexico follows one set of models; other states use others. More important than the particular structure of governance, however, are the people in the key positions. An excellent university must have excellent people serving on coordinating boards of regents and in administrative positions within the university. These people must have a broad, far-reaching vision of the long-range goals of a university as well as detailed knowledge of day-to-day operations. An excellent university, or an excellent higher education system in a state, must seek out and select the best possible people for these key positions.

If a university has excellence in all six of these areas, it will certainly meet the five-point definition of excellence. It will be one where the resources of the faculty are exercised at the highest possible level.

II. THE ROLES OF THE FACULTY

Faculty members in a research-oriented university such as the University of New Mexico are essentially entrepreneurs in the field of knowledge. Their roles are to generate new knowledge, to accumulate knowledge, to evaluate that knowledge and to disseminate that knowledge. In fulfilling these roles, the faculty member must be active in three principal functions: teaching, research and other scholarly activities, and service.

The University of New Mexico is the leading research university in the state. The duties and responsibilities of a faculty member at the University of New Mexico, therefore, are significantly different from those of a faculty member at a university which has teaching alone as its primary mission. Faculty at the University of New Mexico are judged for promotion, tenure and salary purposes on all three functions: teaching, research and service. While the balance among these varies from one faculty member to the next, every faculty member is expected to be active in all three.

Teaching

In their role as teachers, the faculty are the principal resource of the university. It is through this function that knowledge is disseminated to students.

The policy at the University of New Mexico calls for each faculty member to have at least nine class hours per week. This usually means teaching three three-credit courses. Frequently the three courses are all different, requiring three different preparations. For some faculty, part of the teaching load consists partly of other activities: running laboratory courses, supervising individual study by advanced students, etc. Faculty are sometimes granted reduced teaching loads, either for major administrative duties (e.g., department chairs) or for working on grants which they have received. In this latter case, the grant is used to pay part of their salary.

Regardless of the exact mix of courses assigned to a faculty member, considerable time is required to prepare the material for presentation in the classroom. The faculty member must prepare, read and grade examinations, which can be weekly in some courses. As a minimum, each course will have a major examination at midterm and a final examination. The faculty member must read and grade the homework assignments which can range from essays to research papers to sets of technical problems. The faculty member must be available at regularly scheduled office hours to meet with individual students to provide one-on-one assistance. Frequently additional meetings with students are required if the students' schedules conflict with office hours or if lengthy discussions are needed.

Beyond teaching related to classroom instruction, the faculty member also supervises Individual Study or Problems courses, which involve faculty working on an individual basis with each student. The end product is usually a lengthy paper or a major project on a topic of significance in the faculty member's field.

Faculty members supervise the research work of masters and doctoral degree students. Faculty members also serve on the examining committees for graduate students under their supervision. It takes considerable time to do this type of work; the projects often continue for several years, the resulting theses and dissertations are often several hundred pages long.

Faculty members also serve as academic advisors to students, assisting the students in developing an appropriate program of studies. Faculty also frequently are called on to advise students about career opportunities in their fields.

Many faculty members also supervise students who are involved with on-the-job internship programs. Such duties represent a particularly heavy time commitment in education and nursing.

Research and Creative Activities

All faculty are expected to be active in their professional fields. It is in this function that they are generating, accumulating and evaluating new knowledge. It is also essential, if this resource is to be properly used, that the new knowledge be disseminated to others in that professional field. This is done primarily through publication of journal articles and books and by presentation of papers at meetings. It is also done in the form of concerts, shows, exhibits and other activities where that is appropriate for the field.

In this function, the faculty are a major resource to the community, the state, the nation and the entire world. Knowledge and understanding in various specialized fields is advanced by a community of scholars scattered around the globe. Each one may be working independently or in a small group, but each one is also dependent on the related work done by others. Faculty members at research universities are expected to be part of this process.

It is in this area, too, that regional, national and world-wide reputations are made. Much has been said recently about the role of universities in attracting industry. For the most part, this refers to the overall reputation of a university and its departments which are most closely related to the industry in question. The only way favorable reputations are developed is through long-term, visible research programs of excellent quality. To support such programs, the university must have well-qualified faculty and provide them with resources, time and incentives to carry out research and other creative activities.

Service

Faculty members are active in three different service roles. All of these make use of the faculty member's ability and expertise.

Within the university, faculty serve in a wide variety of functions: the Faculty Senate, committees for review of programs and academic activities, advisors to student organizations, advisors to administrators and staff in their areas of expertise, etc. Outside the university, but within their profession, faculty members are active as officers and members of professional organizations at local, state, national and international levels. It is these organizations that provide the framework for review and dissemination of research activities. Faculty are frequently called by government agencies, or even by private individuals, for advice. Occasionally this leads

to a research grant or some outside consulting; but most often it is just part of the everyday job.

Finally, faculty members are active in service to their local communities. You will find the University of New Mexico faculty on many government boards and committees. You will find them active in the arts and cultural affairs. You will find them active in social, religious, and service organizations. They are not in these activities because they are faculty, but because they are good citizens and neighbors. Within the activities, however, their expertise as faculty members may often be called on.

It should be evident that faculty are expected to perform well at a great number of tasks. It is virtually impossible to do all these things in forty hours a week. Work weeks of fifty to sixty and more hours, not counting any non-university service activities, are very common. Many of these activities, moreover, go on all year long; e.g., graduate student supervision, research activities, keeping up-to-date in areas of specialization. Faculty members are paid for nine months of the year. They are paid during all or part of the summer only if there is sufficient demand for summer school courses in their field or if they are fortunate enough to obtain a research grant. Most faculty, however, are sufficiently dedicated to their students and to their work that they work year round, whether paid or not.

For a university to be excellent, it must have an excellent faculty. To be excellent, a faculty must be actively engaged in teaching, research and service. The university, in turn, must provide the faculty with sufficient time and resources to perform all of its functions at the highest possible level of quality.

III. RESOURCES FOR SUPPORT OF EXCELLENCE

The attainment of goals for various levels fo excellence is largely reflective of the desires and priorities of external funding agencies and institutional decision-makers as they support teaching, research and service activities of universities. Beliefs of the general public, legislatures, boards of regents, university administrators, and faculties serve to define the nature of higher education, and to influence decisions concerning the resources to be devoted to its various functions.

In determining the level of resources to be ascribed to higher education generally, or to various divisions, programs and services within a given university, decisions are made reflective of those

beliefs and priorities. When determining flows of resources, decisions are made regarding not only the total amount to be expended and the number of programs and services to be offered, but also the level of quality that can be reached for the different institutional offerings.

What levels of resources are essential to foster excellence in teaching, research and service responsibilities of a university faculty? To what degree can missions and goals of the University of New Mexico be attained within the current level of funding? What additional resources are necessary to move the University of New Mexico toward excellence? Specific answers to these questions concerning resource needs will vary widely depending upon expectations for universities and for the University of New Mexico. Nevertheless, it is imperative that resource issues be addressed to enable the University of New Mexico to continue to deliver services to students and the broader community and to enable the University of New Mexico to move closer to overall excellence.

There is little disagreement that libraries, computing centers, laboratories, and a myriad of support services are essential to the functioning of universities. The *extent* to which such services are provided can cause disagreement among students, faculties, governing boards and legislatures. One need only examine institutions' library holdings, athletic budgets, student financial assistance, and so forth, to gain a sense of priorities exhibited by institutions and by individuals responsible for their funding. Unfortunately, overall funding priorities are rarely addressed. Rather, individual programs and services are funded based on a combination of historical precedent and political strength.

Support of university libraries is essential to enhance the teaching and research activities of the university faculty. Without adequate support of an excellent research library, comparable to research libraries of institutions of the caliber to which the University of New Mexico strives, it will be impossible to attain overall excellence. While bond issues for the acquisition of books and other publications have been helpful in the move toward excellence, it must be recognized that both continued support from external sources and expanded allocations internally are essential in the future. This is especially true considering recent directions toward automation of libraries as evidenced in the design of the University of New Mexico science/engineering library. While savings may be realized in the future, initial costs of conversion to computerized

cataloguing and circulation systems demand special allocations.

Similar arguments can be made for computer services, which are now essential fo the support of teaching and research efforts of faculty in *all* disciplines of the university. Clearly, the extent to which excellence will be attained in teaching and research at the University of New Mexico depends greatly upon support for such services as libraries and computers.

Quality in teaching depends greatly upon interactions which occur beteen students and instructors. Large classes, although providing instruction at lower costs per student, may not facilitate effective communication and understanding of course content. As class size grows and resources to support teaching assistants and graders diminish, the quality of instruction also diminishes as individual contact and time for grading assignments are minimized. The provision of resources to support teaching assistants and graders for such large classes is essential.

Quality in teaching and research all depends on the quality of buildings, facilities and laboratory equipment. In this area the University of New Mexico is relatively well off, thanks largely to the support of the state in using restricted funds for capital improvements at universities throughout the state. Excellent facilities not properly maintained, however, are no longer excellent. It is essential that provisions be made for routine maintenance of equipment and buildings.

Concern has been expressed that as costs of instruction are increased, a larger proportion of the cost is being shifted to students via "course fees." Charges in addition to tuition have long been accepted for laboratory courses where large amounts of supplies are consumed during the semester. Rather than expand fees to provide funds for duplication of course notes and other materials, for library and computer use, for maintenance and repair of equipment and so forth, larger appropriations for instructional support should be granted. Otherwise, access to many courses may be restricted to those able to pay increased fees, or the quality of instruction may suffer as supply and equipment budgets decline and as the ability to use the library or computer is decreased.

As in the case of excellence in instruction, levels of resources provided can enhance excellence in faculty research. Diminished quality of libraries, computer centers, and other support services, coupled with excessive teaching loads and reduced funding for travel, results in lowered productivity in research activities. Fur-

thermore, reduced resources restrict the ability of faculty to present research findings and to acquire new knowledge at national and regional professional conferences. In the absence of adequate support for research, those services and incentives necessary for fostering excellence are missing.

Personnel costs must also be recognized in an examination of essential resources for promoting excellence. As with total funds available for higher education, levels of compensation received must be determined relative to other comparable institutions. What total compensation, including fringe benefits, does a faculty member earn in an institution of excellence? The group identified for judging adequacy of compensation consists of the universities, private sector employers and governmental agencies in the region and nation which compete for services of excellent faculty. Consequences of low salaries and total compensation are clearly presented in the monograph "Faculty and Staff Salaries Hurt Quality Higher Education" prepared for the Governor's Commission on Higher Education by Dr. Paula L. W. Sabloff. After reviewing problems faced due to depressed salaries as reported by postsecondary administrators throughout New Mexico, Dr. Sabloff states:

> "In summary, quality education may be our goal, but the state cannot achieve it without hiring and retaining quality people—from professors and administrators to support staff such as graduate assistants and secretaries. We already have many topnotch people working in New Mexico higher education. Let us make sure we keep them and give them supportive colleagues. That is the best way to assure New Mexican citizens of quality education."

Implicit in her remarks is a close relationship between resources provided for higher education and the quality of instruction, research and service efforts of faculty. The degree to which productivity diminishes as support services and compensation deteriorate is difficult to determine. Similarly, the potential for excellence at the University of New Mexico at a given resource level is also indeterminate. Faculty and students of average quality are attracted to institutions which provide average levels of resources. The potential for excellence in teaching and research, as measured on a regional or national scale, is present only in institutions which are willing to expend higher amounts than the average.

As the mechanism by which financial resources are generated for postsecondary institutions in New Mexico, the funding formula

must be closely examined to ensure that funds are provided at adequate levels to promote excellence. While the theory of formula funding has merits, the allocation of funds may not reflect institutional missions and goals and necessary programs and support services. After a decade of experience with the formula, it is now clearly time for detailed review of both its structure and effects. Are the cost differentials reflective or reaity? Which incentives and disincentives in the present structure lead to unintended effects on programs and services? Should there be incentives to move specific instructions or programs toward excellence? While detailed examination of such questions is beyond the scope of the Commission's charge, it is imperative that a study of the formula be initiated at the behest of the Commission and the Governor.

It is clear that excellence in teaching, research and service activities reflect the resources available. If the goal of the New Mexico citizenry, Legislature, the University of New Mexico Board of Regents, and institutional decision-makers truly is excellence, then an investment of resources must be provided and allocated at levels similar to those in institutions having excellent programs. With adequate levels of funding, the University of New Mexico can and will be among the excellent universities of the nation. Only with adequate funding can the intellectual resources of the University be used productively for the benefit of the entire state.

IV. PLANNING FOR EXCELLENCE

Educational planning has not been totally absent from higher education in New Mexico. However it has usually been crisis planning and hence sporadic, or it has been planning for some small part of the whole. Long range planning on a sustained basis has been notable largely because of its absence.

Planning for higher education cannot be done in exactly the same fashion that characterizes planning for government or large industry. For one thing, one principal product of education is people who are capable of fulfilling some niche within our society, but who also have a broad understanding of the human experience. Industrial and business planning involves a homogenous, inert product.

Educational planning is also affected by changes in fields of interest and in new breakthroughs which require and force changes in direction. This means that planning cannot be from the top down, but must work from the bottom up, from where the expertise exists to where decisions are made. It is very much a job of coor-

dination in which the different parts of the university and universities must participate.

The very conditions which provoked the appointment of this Commission reveal the need for some kind of long range planning both at the state level for the whole higher education system and also at the level of each institution. However, that at the state level should not work from the top down. Staff sitting in Santa Fe, remote from the institutions, cannot do an effective job without the participation of those institutions. Empty boxes on an organization chart do not constitute a plan, and moving those boxes around from institution to institution does not constitute planning.

Much concern exists today over the future of education. We have been through a long period of expansion which, apparently, will be at most only modest in the future. There are those who speak of planning for a steady-state condition. This must be approached with caution. When steady-state is used to refer to the future, it is apt to convey the notion that things in the future will be static, that universities will stand still. But no such meaning is warranted. The number of students may not grow. But that does not mean that universities will be static. Human knowledge does expand, and this means that planning cannot be for so-called "steady states." If we are not to have moribund universities, we must always plan for growth. Facilities adequate to operate a chemistry department in 1910 would not be so today. Nor can we expect that the facilities now in place at the University of New Mexico Medical School will be satisfactory fifteen years from now. If they are construed to be, we have totally failed in our efforts to provide excellent higher education.

Lastly we wish to emphasize that planning must be continuous. A plan which is completed and set in concrete, if followed, would indeed mean static education. And a plan, completed, and left to gather dust is rather worthless. Quite a large number of these finished plans now gather dust in administrative offices. A plan must be flexible and be capable of growing if it is not to stultify the very thing for which it exists.

V. SPECIFIC RECOMMENDATIONS

The Faculty

In order to move closer to overall excellence, the University of New Mexico must be able to hire and retain the best faculty avail-

able for its various programs. We must recognize that we are in a competitive market for a limited resource and act accordingly. Specific needs include, but are not limited to:

1. Provide compensations (salary and fringe benefits) which are regionally and nationally competitive, both in dollars and in quality of benefits. This will require a substantial salary increase in the immediate future and continued increases over the coming years. (We previously recommended to this Commission an average total compensation increase of 23% to be in effect by July 1, 1984.) This will require removal of the current 60% limit on the employer's contribution to insurance programs. This will require updating of the retirement plan to remedy existing deficiencies. This will require offering a portable pension plan as an alternative to the state plan.
2. Provide adequate time and flexibility in use of time to make optimum use of the resources of the faculty. This will require a more flexible teaching load policy. This will require that consideration be given to incentives for enhancing faculty productivity, such as widespread recognition for outstanding performance, use of eleven-month rather than nine-month contracts where appropriate, and incentives for obtaining outside funds.

The Student Body

In order to move closer to overall excellence, the University of New Mexico must recruit an able, diverse student body. Specifically:

1. At the undergraduate level, increase the level of ability of students in regular baccalaureate programs by continuing to raise admission standards through the six-step formula plan approved in 1981 and by insuring that there are adequate remedial programs available for unprepared students.
2. At the graduate level, greatly increase the number of teaching assistant positions in order to attract high quality students in a competitive market and to provide needed assistance to faculty.

The Support Staff

In order to move closer to overall excellence, the University of New Mexico must hire and retain top-quality professional and non-professional support staff. Specifically:

1. Salaries and fringe benefits must be made competitive with

the market for various staff positions. At the professional level, this means being competitive on a regional or national basis. At the non-professional level, this means being competitive at the local level. This will require recognition by the state that not all labor markets are the same. The University of New Mexico cannot continue to be a staff training center for Sandia National Laboratories and Public Service Company of New Mexico.

2. Sufficient staff must be hired to carry out those activities which can be done only by staff experts or which can be done more cost-effectively by staff than by faculty and students.

The Library

In order to move closer to overall excellence, the University of New Mexico must increase its library holdings to a level commensurate with being the leading research university in the state and the leading university nationwide in certain fields. This will require funding on a catch-up basis as well as continued future support for collection maintenance.

Equipment and Facilities

In order to move closer to overall excellence, the University of New Mexico must continue to invest in new buildings, new facilities and new laboratory equipment. This will require continuation in some form of the current program for scientific and engineering laboratory equipment. It will also require a commitment of resources on a routine basis for maintenance of equipment and for routine replacement of obsolete equipment.

Planning and Budgeting

In order to move closer to overall excellence, New Mexico and each of its institutions must be involved with planning on a continuing basis. Only under the auspices of an extensive planning effort can the state hope to have in place the right mix of programs and institutions for the future. Specifically:

1. On a statewide level, the roles of the various institutions of higher education must be carefully evaluated and reviewed on a routine, periodic basis in order to meet the needs of the state in a timely, efficient manner.

2. On an individual basis, each institution including the University of New Mexico, must carefully define its internal goals and priorities and must review its allocation of resources in terms of these goals.

3. Incentives should be established for individual universities, and for units within those universities, to obtain funds for enhancing its programs from outside sources.

4. The entire budgeting procedure, including the formula which is currently used, should be examined. Consideration should be given to new budgeting methods which would improve the programs of the universities. Such methods might include five-year rolling budget planning, both for operating expenses and capital investment.

Commitment

Finally, and most importantly, in order to move closer to excellence, there must be a commitment by the people of New Mexico, through their elected representatives, to move toward excellence in higher education. The University of New Mexico is prepared to move, but it must have the backing of the state to do so. The State of New Mexico has a major investment in its universities. Continued support is needed, however, in order to make optimum use of that investment.

APPENDIX C

Faculty and Staff Salaries Hurt Quality Higher Education

Paula L. W. Sabloff
Governor's Commission on Higher Education

The Commission has received letters from administrators all over the state on the problems they face because of depressed salaries for faculty and staff. I would like to read from these letters in order to give you a feeling for the effect low salaries have on quality education in New Mexico.

The letters focus on four topics of concern:

1. Faculty salaries throughout the nation are not keeping up with the salaries of other white collar occupations.
2. Faculty salaries in New Mexico were lower than the national and regional average *even before* the 1983–84 freeze on salaries.
3. Staff salaries at the universities are woefully behind salaries at other government and private institutions.
4. A consequence of the above is that New Mexico is sacrificing quality education.

Indeed, the state is falling even farther behind in educational training because it cannot attract or keep quality educators in its postsecondary institutions.

The letters quoted are from the two-and four-year institutions. The technical-vocational schools are not mentioned because they are not funded under the BEF formula.

I would like to start with a letter from President Thomas at New Mexico State University: "With the exception of one discipline, all of New Mexico State University's average salaries were below national and regional salaries for 1982–83. In fact, assistant professor average salaries at New Mexico State University were almost 6% below regional averages during this time. Since there has not been any salary increase at New Mexico State University for 1983–84 we are now ever further behind the national and regional averages. Frankly, it is very difficult to be excellent when the salaries paid the faculty and staff are not even average. It is clear to me that excellence demands quality people and if they are to be retained, quality people are more expensive than the average.

"*During the last several years, New Mexico State University has lost a number of faculty and has had many candidates reject our offers, primarily, we believe, because of our salary levels.* These losses have occurred at all faculty levels but principally at the assistant and associate professor ranks. As you know, these are the ranks where future excellence is built.

"Several examples should be sufficient to illustrate the reason we believe our overall salary levels are too low. In the College of Agriculture and Home Economics an assistant professor in Animal and Range Science was lost to the University of Maryland for a 35% salary increase.

"In the College of Arts and Sciences the department of Computer Science has recently made two offers; both were refused because the salaries were too low. The department of Mathematics offered an assistant professor position which was refused with the candidate taking another position paying 14% more. A geophysicist position in the department of Earth Sciences has continually turned over during the past five years. Recently the associate professor in this position left to take a position in private industry at a much higher salary. The department of Music has had two recent turnovers, one at the associate professor level with "significant financial improvement" cited as the reason for leaving and one at the assistant professor level to SUNY-Albany, for a 19% increase.

"In the College of Business Administration and Economics the department of Marketing has cited turnover in two positions, one individual left for a 25% increase at the University of Illinois. In addition, the Department of Accounting and Finance experienced three rejections; one cited a 24% higher offer from Texas A & M, the second cited a 15% higher offer from University of Texas–El

Paso and the third rejected our offer of $35,5000 to accept a more attractive offer at the University of San Diego."

Another letter from President Thomas outlined the implications of budget cutbacks for NMSU:

"Since the original BEF formula was based on actual costs and not projected costs or a formula model, *it is essential that before any other modifications are considered that the integrity of the formula be restored by funding the existing formula at 100 percent.*"

Prof. Dorothy Blalock, President of the Faculty Senate at Western New Mexico University, adds statistics from that school:

"*College of Business and Social Science*

"In 1982, while recruiting at the Southwestern Federation of Administrative Disciplines Meeting in Dallas, we were informed by six of the nine candidates we interviewed, that we were $3,000 to $5,000 under the market (marketing position). In 1983, three candidates expressed dissatisfaction with our salary range and indicated that they preferred not to be considered at the level of $23–28,000 (management position). At this writing, we stand to lose more than half of our fulltime business faculty because of low salary levels.

"*College of Education*

"In the Spring and Summer of 1982, a faculty position in the area of Reading was offered to two candidates who declined after the maximun salary WNMU could pay was determined. In the Spring of 1981, a position in the area of Special Education was offered to an individual who declined after the maximum salary WNMU could pay was determined.

"*College of Science and Mathematics*

"In 1982, recruiting for a Computer Science position, we were turned down by some who refused by phone to come for an interview because of salary range. One came for an interview and then turned down the position because of salary offered. In 1983, when recruiting for an additional computer science position, we were $7,000 under desired income for one highly qualified. Three were interviewed and all refused the offers. The position is 'on hold.'

"*General College*

"The positions of two who resigned have been put 'on hold' because of financial exigencies.

"For the 1983–84 academic year, WNMU has six positions 'on hold.' The total monies needed are not available. Present faculty members are absorbing the offerings in lieu of a salary cut.

"The smaller universities in our State are of great importance in serving our citizens by providing excellent education in the less populated areas. To presuppose that the young and the not-so-young should attend two or three large universities is denying many of our students and future students university educations with excellence. Bigness alone is not a criterion of excellence. Distances in the fifth largest state demand servicing all parts of the state. We must be assisted in maintaining the excellence our institutions have offered over the decades.

"Public school teachers with less education and less experience receive more for a contract year than university faculty with doctorates.

Examples:

1) A high school counselor and classroom teacher with an MA and 20 years experience has a salary for 10 months which is $1,000 less than the Director of Counseling with a doctorate in Guidance and Counseling, and 20 plus years experience and a 12 month contract.
2) A high school mathematics teacher with an MA makes a higher salary than a university math professor with 27 years experience in higher education.

President John Aragon of NM Highlands U adds another case study: "This current summer we have been turned down by 3 people because of our inability to match the salaries (2 women and 1 man). Those who have left this academic year (1 person in Industrial Education and 1 in Philosophy) have left because of salaries."

Dr. John Spencer, Chairman of the Faculty Policy Committee at NM Highlands U, adds: "There are many examples where salary alone has had an adverse effect on recruiting of faculty. Other facts, such as lack of fringe benefits, lack of facilities, high workload, and lack of consulting time also contribute to the problem. Specifically, positions in Biology, Chemistry, Mathematics, Sociology, Hospitality and Tourism Management, Marketing, Accounting, Special Education, Library para-professionals, Electronics, and Administration and Policy Planning in Social Work have been filled with alternate candidates or not filled at all because of salaries and the other conditions mentioned."

Data from the University of New Mexico corroborate the information from other schools. President John Perovich writes, "Since UNM has announced that there would be no salary increases for 1983–84, we lost fifteen employees (11% of the staff) within a few months in our Computer Services Department, some of whom received substantial salary increases, as high as 54%. We are concerned that unless we can compete, we are going to lose most of the technically qualified people in Computer Services.

"We recently lost three employees to State Government where they received salary increases of 20% to 35%. We also lost three executive secretaries out of five to a local private employer where they received substantial salary increases.

"Another issue that exacerbates the problem of no salary increases is the fact that we had to reduce most administrative budgets because we were only funded at 96% of the formula. Not only are employees losing ground financially, they are expected to work more with less personnel and supplies.

"In Albuquerque, UNM is not only in competition with other public employers such as the State of New Mexico, the City of Albuquerque, and Albuquerque Public Schools, but is also in competition with several large private employers such as the Public Service Company of New Mexico, General Telephone and Electric, Sandia Corporation, Mountain Bell, and others. If employees had some hope for a salary increase during 1983–84, it would improve morale and hopefully encourage them to stay at UNM."

Dean F. Chris Garcia adds, "This past semester we were unable to hire the Department of Geology's first choice, a *female* scientist, because we were not able to meet the salary offers of other institutions and because we could not offer permanent course release time to her. In Psychology we were not able to keep a young psychologist in the area of industrial/human factor psychology since he was offered $4,000 or $5,000 more than we could possibly provide here plus graduate student research help, and we were $10,000 or $20,000 short in laboratory equipment start-up resources. Also, as I recall, he was going to be given a summer salary to do research. Of course, we do not provide that here at the University of New Mexico. Just recently we lost a bright young person in the Speech Communication area who has been offered a few thousand dollars more from an eastern university than we can offer here. The year before last we lost a biologist to a Canadian university because we

were not able to meet their offer. I am sure there are several other cases.

"Concerning salary increases, I am not sure that we can ever hope to come close to meeting the cost of living increases after losing 120%–200% to it over the past several years. Of course, you know we have lost tremendously in comparison, not only in comparison to inflation, but to other universities and even more so to comparable occupations *outside* academia.

"From my perspective, as important as salaries, and contributing as much to the very poor morale we now have among faculty and staff, is the shortage of operational monies. We have had, for example, to entirely wipe out all professional travel. This is particularly hard on young professors who need to build their professional credentials and yet are least able to pay for attendance at conferences. Our supplies and expense budget is woefully inadequate. Some of our departments run out of supplies and materials at the end of the first semester, even though all our departments are operating on austerity budgets in this area. Our science departments, with their expensive laboratory courses, are particularly hard hit. It is very possible that we simply will not be able to offer many laboratory sections second semester because we do not have money to purchase chemicals, laboratory animals, glassware and other laboratory paraphernalia.

"Additionally, we are extremely short of personnel to assist us in our instructional and research responsibilities. All departments have very many fewer graduate assistants and teaching assistants than do departments at comparable universities. Technical and clerical support staff are also in extremely short supply. We are badly in need of additional secretarial help in every one of our departments, and technical personnel are also in very short supply."

Department chairpersons add other cases to UNM'S problem in attracting and keeping quality faculty. Prof. Riley Schaeffer, Chairman of the Chemistry Department, writes: "This Department has lost three faculty in the last three years." This is because they accepted significantly higher salaries elsewhere. "However, equally important was the fact that the fringe benefit package was substantially better there.

"The situation has reached a serious level and a number of our younger faculty are now seeking other positions. The problem is, as you know, a two level problem: salary and total compensation.

Not only is the average salary in this department significantly below comparable departments but the fringe benefit package is strikingly lower than available in most institutions and is inequitable by most standards. I have served in four institutions (and know of practices in many others) and know of no case, for example, where an untenured assistant professor is not vested with the State's contribution to retirement. Life insurance and health insurance are also far below standard in both coverage and proportion of cost paid by the faculty member."

Prof. James Satterlee of the Chemistry Department contributes another important point: "I urge you to reject out of hand the criticism of salary raises that the Legislative Finance Committee recently made, mainly that it costs less to live in Albuquerque. This is simply not true. My experience living around the country substantiates the fact that, perhaps with the exception of California, Albuquerque is as expensive a place to live as any other U.S. metropolitan area."

Prof. Alan Reed of the Public Administration program gives three cases of faculty hiring; the final case is most telling: "The cutback this year resulted in the loss of a position we had been promised in Public Administration, which would have been filled in finance and budgeting. It is a disgrace to be the only graduate public administration program any of us have ever known which did not have a budgeting person. It could cost us our accreditation at our next review in two years."

The two-year institutions have suffered as much as the universities. For example, Jay Gurley, Provost of the Clovis branch of ENMU, reports:

"During the last year our campus lost two faculty members as a direct or indirect result of income. One of our nursing educators was employed at the local hospital with an increase in pay and one of our refrigeration/air conditioning instructors moved to another community college at a higher rate of pay. I might add, faculty members in both technologies are difficult to find, especially at the rate of pay that we can afford. We have also hired faculty members for considerably less income than they were making at previous positions (i.e., librarian, business educator, computer scientist via military, and a PhD. in science)."

Campus Director Shelton W. Marlow of New Mexico State University at Carlsbad adds an interesting twist: "In answer to your question concerning people who have left our employ in the past

two years, the answer is none. This is due primarily to the depressed economic nature of Eddy County. We are finding that applicants for new faculty positions have been sparse due to low beginning salaries that we have to offer. This is due primarily to the fact that faculty at a two-year school must 'pay their way' by increased student credit hours as demanded by formula funding and also because we are reluctant to hire new faculty members at a salary that is higher than a present faculty member who is basically doing the same job. As an example, we are in the process of hiring a teaching faculty member in nursing and received only two applications and I presume the reason for the lack of interest was the low salary range offered. By strengthening the present salaries of the post secondary-education employees, the hiring of competent new personnel would be enhanced because we could offer them a better inducement. We would then be able to compete for faculty living outside of New Mexico."

The campus director of NMSU at Grants, Donaciano Gonzalez, backs up the previous letter: "Staffing at the Grants Campus has been very stable and fortunately we have not experienced difficulty in filling the few new positions which have been developed in the past two years. *This is because there has been a very high unemployment rate in Cibola County.*"

And Dr. Reidlinger, Campus Director of NMSU at Alamogordo, says: "Although we have not lost faculty, we have lost classified *staff* due to non-competitive salaries for maintenance and secretarial staff, etc. It has been difficult for us to employ new faculty because of non-competitive starting salaries, especially in such areas as nursing, non-destructive testing and computer science. The major reason we have retained our faculty is that most have been here for many years and do not desire to leave the Alamogordo area."

Finally, Frank Serrano III of Northern New Mexico Community College, writes: "The college has continued to experience a significant problem with employee turnover largely attributable to low compensation levels and less fringe benefits than local employers. During this past year the college has lost approximately five faculty and ten staff due to better compensation in other similar fields. This is understandable when a cursory comparison of salaries is made between the college and the Española Public School System and the college and the Los Alamos National Laboratory (LANL).

"In the secretarial classification level, for example, the salary range for an administrative secretary is $1125–$1745 per month. The salary for an administrative secretary at the college is $730 per month. In support staff classifications the college often finds itself in the position of employing less experienced staff, providing on-the-job training and work experience only to have employees leave after they are able to secure better paying employment with LANL or other employers.

"A similar situation exists with faculty. Ironically, faculty in some of the occupational areas and high tech subject areas are compensated at much lower rates than what their students earn upon completion of the curriculum. For example, a draftsperson II can begin at a salary range of $1070–$2170 per month while the college is currently advertising for a drafting instructor with an anticipated sallary of $1406 per month.

"The situation at Northern New Mexico Community College is by no means unique. All postsecondary institutions in New Mexico are experiencing an erosion of faculty and, to some degree, support staff. Of primary concern is the impact on the delivery of quality educational programs and institutional support."

These letters are examples of what is happening in New Mexico. They show that low pay of faculty and staff lead to understaffing, financial waste, and low morale. Low salaries certainly block our potential for bringing quality education to New Mexico. For the bottom line in delivering quality education is, of course, teachers in classrooms who are highly qualified and eager to teach.

Before ending, I would like to present some data that further illustrate my point. Let us go back to the national picture: In the December 1, 1979, issue of *The New Republic*, Paul Blumberg wrote an article called "White-Collar Status Panic." In it, he points out that full professors have been one of the groups hit hardest by inflation. He writes, "On the average, [professors'] real salaries between 1967 and 1978 dropped 9.5% before taxes and about 17.5% after taxes. The only other large group to lose as much ground, proportionally, was families on welfare, who suffered a 16.5% loss of income between 1967 and 1978. . . . In a society where money is the measure of social worth, what happens when . . . schoolteachers and librarians are being left behind in the factory dust; when unionized blue-collar workers are quickly closing in even on college professors who have invested years in graduate school to prepare for their careers?"

I would like to add, how can we tell our children that we value education when we do not pay their teachers and support staff a wage comparable to what they could make in industry?

A more recent national statistic comes from the January 30, 1983, issue of *This World*. An "inflation scorecard" comparing 1970 to 1980 wages shows that full-time college professors have *lost* 21 percent of their buying power while steelworkers have *gained* 29 percent.

How does New Mexico compare with the national picture? It is worse than average. Even within the western states, New Mexico salaries and benefits are poor. For example, the July 1983 issue of *Academe*, the Bulletin of the American Association of University Professors, published statistics comparing UNM and NMSU to the public universities in Arizona, Colorado, Utah, Oklahoma, Wyoming, and Texas Tech. Out of twelve institutions, UNM ranked eleventh and NMSU ranked tenth in faculty salaries. In terms of fringe benefits, UNM ranked tenth and NMSU ninth. In terms of consumer price index, between 1968 and 1982, the index for New Mexico alone has risen 163%. Yet wage adjustments for UNM faculty have risen only 116%—or a loss of 47% buying power.

Faculty are not the only group who are giving up income to work for the state universities. Graduate assistants and teaching assistants also fare poorly in a national comparision: Marie Mound at the UNM Graduate Student Association, wrote the following: "There are two basic questions reflected in the determination of graduate student assistantship salary levels—can UNM become competitive with other universities and can graduates accepting the positions do so without additional sources of income, (spouse, parents, second jobs, etc.)?

"The range for salary levels at UNM is $4,750 to $6,300, determined by the degree status of the graduate student and in the case of the Teaching Assistant, the number of courses taught. For a nine month period this breaks down to approximately $500 to $700 monthly. It is interesting to note that the University employs around 900 faculty and 800 graduate student assistants. Obviously the University cannot operate effectively without the assistants.

"Last year a $500 incremental increase was granted and it was hoped that this year, 1982–83, would bring an additional 9 to 10% increase, (this didn't happen). Within the GA/TA Committee, it was estimated by one faculty member and one dean that the two increases would have only made up for the lack of increase in

proportion to faculty occuring over the past five years. Furthermore, having reviewed national standards, the $500 increase is deceiving because UNM has actually dropped in national ratings. Ultimately it was deemed by the Committee, 'not an auspicious year to request an increase.'"

Finally, support staff in the schools of higher education receive less compensation than support staff in other New Mexican institutions. President Perovich has provided us with graphs that show relative income of UNM employees. And if it is true for UNM, then the figures must be similar in other public institutions:

The midpoint of the salary range of custodians who work for the state is $10,994; the midpoint for Albuquerque Public Schools custodians is $10,272. The UNM custodian midpoint is $9,703. The midpoint for UNM secretaries is $10,993; for state secretaries it is $12,492; while for APS secretaries it is $12,261. Finally, the salary range midpoint for a department secretary varies from an APS figure of $14,331 and a state figure of $13,769 to a UNM midpoint of $11,566. I did not even bother to quote the salary range from private industry; it is so above UNM figures as to make working for UNM seem ridiculous.

In summary, quality education may be our goal, but the state cannot achieve it without hiring and retaining quality people—from professors and administrators to support staff such as graduate assistants and secretaries. We already have many topnotch people working in New Mexico higher education. Let us make sure we keep them and give them supportive colleagues. That is the best way to assure New Mexican citizens of quality education.

ADDENDUM

Additional information on salaries has come to our office from the following sources:

Provost Loyd Hughes of ENMU-Roswell provides five examples of positions turned down because the applicants were already making more money elsewhere. Provost Hughes writes: "We are convinced that our current salary situation at Eastern New Mexico University-Roswell limits our faculty prospects to young teachers in the first few years of their experience, teachers who are fresh out of their graduate training, or teachers who find themselves in such an undersirable situation that they are willing to take pay reductions to change positions. Our ability to attract teachers with

strong graduate or industry backgrounds, eight or ten years of experience, and acknowledgement as master teachers is virtually nonexistent. We simply do not have the salary dollars to compete with what such teachers currently receive."

Dr. Laurence Lattman, President of NM Tech, sent a list of fourteen professional people (eight of whom are teaching faculty) who have left NM Tech during the last two years for financial reasons. Eight others declined the institute's offer or declined to apply. "The reasons are a combination of salary and fringe benefits. The TECH problem in the fringe benefits category may be seen because we have a 20% fringe benefit package while the University of Utah, which I just left, has a 30% package. The TECH problem is made worse because we compete primarily for engineering and scientific professionals who are generally in high demand."

Dr. James Henderson, President of San Juan College, sent figures showing that the college's average faculty salary is $3,000 below the national average and $1,000 below the Mountain States' average. He also includes five examples of people who refused jobs at San Juan because of the low salaries and figures showing that graduates of San Juan programs make $7–10,000 more than their teachers. He adds, "The problem recorded here is compounded by the fact that teachers in these fields *must* be experienced people, who usually earn far more than the minimum figures listed."

Prof. David Kauffman, Faculty Senate President of UNM, adds the following statement: "In order to meet the average level for the regional state universities, UNM faculty salaries for 1982–83 should have been 4.2% higher, on average, and fringe benefits should have been 20.8% higher, resulting in a total compensation package 6.5% higher than that actually paid. In order to stay competitive with regional state universitis, it is necessary to add appropriate increments for 1983–84 and 1984–85. Firm figures for all the regional schools for 1983–84 are not available. We have heard of increments ranging from 5% to 10%. We are an average of about 7.5% average increase in the region.

"We believe that a minimum compensation increase of 10% in January, followed by an 8% increase in July, would prevent UNM for slipping even further behind. Furthermore, it would decrease significantly the number of faculty who search for positions elsewhere. And without a stable, productive faculty UNM cannot continue to provide adequate service to the State of New Mexico.

"In summary, a 23% increase in total compensation by 1983–85 is required to make us competitive with regional state universities. A minimum of 18%, with a substantial portion coming early in 1984, is needed to avoid major losses of better faculty."

APPENDIX D

Report to the Governor's Commission on Higher Education

Dr. Raul C. Herrera, Director of Library Services
New Mexico Highlands University

The Governor's Commission on Higher Education is seeking input to be offered in the testimony to be presented at the hearing on September 2, 1983, here at Highlands University. Here is our testimony.

I. EXAMPLES OF EXCELLENCE

The Library

A) Teaching—new programs, unique programs, awards and recognition for teaching, cooperative arrangements, professional training programs, etc.

1. Donnelly Library in addition to the traditional programs offered to support instruction is offering a series of cultural events like

1a. *Musical Concerts.* Last summer as in previous years we offered a series of summer musical concerts in cooperation with the Womens' Resource Center and with the financial support of the Student Senate.

1b. *Art Exhibits.* We are offering to our academic community regular art exhibits by either our faculty or a non-local artist. At this moment we are exhibiting a collection of portraits by our student, Mr. David Lucero. Mr. Lucero is a journalism major who has never taken an art class; because of his talent we are encouraging him to take art classes. This exhibit is our contribution to this effort.

1c. *Future Plans.* Our plans for this semester are reflected in Ms. Paula Geisler's memo of August 13, 1983.

In relation to these cultural events which are not traditional library activities in 1979 we were recognized by the plenary session of the NMLA Convention in Farmington, N.M. We gained a standing ovation for this kind of offering.

2. In the area of Coop Management we have been selected by the National Agricultural Library, Washington, D.C., as the only institution in the nation who is supplying four coop students per year. This is a unique program in the sense that our students, once accepted, are considered permanent employees if they so choose. This program has been in effect since 1974. In our last visit last August 15 we started negotiations for the same kind program, this time for Highlands faculty. We are expecting, if budget permits, to send our first faculty member to this assignement in the summer of 1984.

B) Research, present and recent past projects, relevance (both to New Mexico and the nation).

We have conducted in the last three years or we now have in process the following research projects:

1. *Availability of Materials.* With this project we were trying to find how often a library user was able to find the material sought for in the library. We found that for 75% we were able to provide the desired book. This percentage was the highest of the six academic libraries that have conducted this kind of study. We are satisfied with the result, and have not had to change our procedures.
2. *Quantitative evaluation.* We completed a quantitative evaluation of our monograh collection, in comparison with the 1975 standards for academic libraries as approved by the Association of Colleges and Research Libraries of the Amer-

ican Library Association. The periodicals and government documents quantitative data collection is under way at the present moment, as well as the quantitative evaluations of our holdings for the Specialist (6 years) Degree in Education.

3. *Periodical Use Study.* At the present moment and for a variety of reasons, among them a budgetary one, we are conducting a use study of our periodical collection.
4. *Monograph collection use study.* At this time (since 1981), simultaneously with the periodical use study, we are gathering the data to start next October a use study of our general collection (monographs). We are expecting to finalize this research project by March 1984. We hope to gain a good insight of our selection policies and we hope to be in better position to achieve our objective which is to serve the informational needs of our academic community in particular and our community at large in a more general sense.
5. *Goverment Document collection use study.* This study was conducted back in 1979. We were the first academic library in New Mexico to conduct such a study. Our methodology was adopted by the Government Document Round Table of the N.M.L.A. and a similar study was initiated in 1981 by all four year institution's academic libraries in our state.
6. *Productivity Analysis.* In our constant efforts to account for the resources allocated to use we are conducting at the present time a productivity analysis of our staff. The first positions to be analyzed are the Public Services Librarian, Mrs. Karen Jaggers, our Cataloger, Mr. George Wang, and our Technical Services Library Technician, Mrs. Jeannette Lucero. We are expecting to have a final analysis by July 1984.

C) Service, present and past services, positive results for community, state, nation; include committees, commissions, workshops, etc.

Donnelly Library is serving the Northeastern section of our state. In this area we are constantly serving the other libraries of our service area. Examples:

1. Luna Vocational-Technical Institute president, Mr. Sam Vigil, has approached us and at this time we are only waiting for final approval to conduct a needs assessment of their technical services. Of special interest to them is a solution to a very common problem—cataloging department back log.
2. Recently we were consulted by the librarian Mrs. Lucy Cruz,

at the United World College, regarding the check-out equipment used at our circulation desk.

3. Our professional staff is being recognized and selected, to serve in different committees, commissions, accreditation teams, etc.:

   3a. *Dr. Raul C. Herrera,* Director of Library Services has been serving in different committees of the Association of Colleges and Research Library, ALA, among them the Nominating Committee (1978–80); Membership Committee (1981–83); and, more recently, has been asked to serve in the Standards Committee (1984–86).

   In the NMLA, Dr. Herrera has been serving as Chairman of the Convention Site Committee (1979); The Government Document Round Table, Chairman (1980–82) and now is serving in the ad-hoc committee for Structure and Dues.

   Dr. Herrera is active in the World Future Society and is a founder-organizer of the New Mexico Chapter. He is teaching (since 1980) several courses in Studies of the Future. He is in charge of organizing the literature of libraries and the future of the W.F.S.

   The Universidad de las Americas. Dr. Herrera has been selected by the Southern Association of Colleges and Schools to be a member of a visiting committee to evaluate the Library Learning Resources of the Universidad de las Americas, Puebla, Mexico in January 1984.

   3b. *Mrs. Karen Jaggers.* Mrs. Jaggers is presently serving as Vice Chair, Chair-elect of the Government Document Round Table of the N.M.L.A. In 1980–82 she served as Secretary-Treasurer of the same Round Table.

   3c. *Ms. Ruth Krug.* Ms. Krug is serving at the present moment as Vice Chair, Chair-elect of the College, Universities and Special Libraries Division of NMLA.

   3d. *Mr. George Wang.* Mr. Wang has served on the State Fair Committee as a volunteer in the NMLA Booth for the last three years.

   3e. *Ms. Laura Baser.* Ms. Baser is Treasurer of the Pilot Club of Las Vegas. Pilot Club International is a classified professional women's organization.

D) Recruitment and marketing—faculty involvement incommunicating with the public.

As an example of involvement in communicating with the public we can mention the following activities:

1. Our non-traditional library service, open to all, as described in Ms. Paula Geisler's memo of August 19, 1983.
2. Our publications, such as Acquisition List, Research Guides, etc.

II. CONSTRAINTS ON EXCELLENCE AT HIGHLANDS

The excellence in an academic library may be measured by the services provided to its patrons and the adequacy of its collection in supporting program offerings of the institution.

The best evidence of excellence of services is the use made of the library facilities by the academic community. We have in one day 74.67% of the student body visiting the library.

The excellence of the collection of an academic library may be measured using two criteria: one that of quality and the other that of quantity.

The quality of the academic library collection may be determined by comparison with standard bibliographies like *Books for College Libraries* and *Opening Day Collection*; both have the authority of the American Library Association. In checking our holdings against both bibliographies we have found that our holdings exceeded 80% if the titles listed in those subject areas of interest to us. Another comparison which may be made is with specialized bibliographies, such as the best 100 books in science published during the year. We are using these bibliographies as one of our selection tools.

The other criterion used to measure the adequacy of an academic library's holdings is quantitative.

Back in 1965 two distinguished librarians, Verner W. Clapp and Robert T. Jordan published what became *the* formula for quantitative criteria for adequacy of academic library collections. This formula was recognized by the Association of College and Research Libraries, a division of the American Library Association. Modifications were made to it and it finally was adopted as the standard's formula on July 3, 1975.

The comparison between this formula, the ACRL one, and our holdings in the monograph area is enclosed. At the same time we are enclosing Mr. Dan Lester's "Brief Comments Regarding Library Collection Formulas" made on September 2, 1981. Dan Lester, then Head of Technical Services at UNM and now Director of Library

Services at Fort Lewis College, Durango, Colorado, was commissioned by the New Mexico Council of Academic Librarians to conduct such a study. The formula summary for NMHU FY 1981 shows a deficiency of 51% if compared with the ACRL formula and 49% if compared with the mean. According to this study we should be adding here at Highlands 15,112 volumes per year. A comparison with our receiving report for the 1981–82 and 1982–83 shows the following deficiency:

FY	Should Add	Received	Deficiency	%
1981–82	15,112	5,907	9,205	60.91
1982–83	15,112	4,673	10,439	69.08

On top of these deficiencies we have one problem which aggravates the situation, the acquisition power of the dollar. Despite the efforts made by Highlands Central Administration and especially those made by the President and the Academic Dean in support of the library, we are losing ground. See the difference between the library budget and the power of the dollar in the following examples:

FY	Budget	Power of the Dollar
1973–74	319,010.69	267,968.98
1982–83	572,095.93	204,238.25
1983–84	553,360.00	?

These figures speak for themselves.

In order to offer you a clear vision of this problem we are enclosing average price and price indexes, 1979–82, published by *Bowker Annual*, 1983. Here can be seen the increase in price as follows:

	1977	1982	Increase
Hardcover books	$ 19.22	$ 30.59	59.2%
Paperback books	5.93	11.68	97.0%
U.S. Periodicals	24.59	44.80	82.2%
U.S. Serial Services	142.27	244.52	71.9%

One case worth mentioning—how this situation is affecting libraries—is the case of:

Chemical Abstract	3,600	6,200	72.22%

These figures again are very eloquent.

III. SUGGESTIONS FOR IMPROVING THE PURSUIT OF EXCELLENCE AT HIGHLANDS

The Standards for College Libraries, as adopted by the ACRL on July 3, 1975 called for a minimum relationship of 6% between the library budget and the total Instructional and General (I & G) portion of the institutional appropriation.

We are losing ground again. The Highlands University Central Administration is supporting the library efforts but legislature limitations in Highlands appropriations are not permitting us to keep even that minimum 6% relationship between the library budget and I & G appropriation.

This fact has been recognized by the Commission on Institutions of Higher Education of the North Central Association of Colleges & Schools in the Report of an accreditation team who visited Highlands on March 25–27, 1981.

Together with the deficiencies mentioned before, we have new programs offerings like the Educational Administration Specialist degree and the Business Administration International Master degree. It is an impossibility to give adequate support to these new programs.

We are suggesting in the 10-year plan we are preparing for the upcoming visitation of the North Central Association of Colleges and Schools an increased support to the library to a level of 10% of the total I & G to be incorporated as a line item in the Universityappropriation. A report should be filed by July 1, 1984.

With this level of support it is our professional opinion that we will be able to support the efforts for excellence in higher education pursued by Highlands University and this Governor's Commission on Higher Education.

APPENDIX E

The Technical-Vocational Institutes of New Mexico

Louis Saavedra
Albuquerque Technical-Vocational Institute
Sam Vigil
Luna Vocational-Technical Institute
William Coffey
Tucumcari Area Vocational School

Three postsecondary schools are classified under this category. They are the Albuquerque Technical-Vocational Institute, the Luna Vocational-Technical Institute, and the Tucumcari Area Vocational School, hereafter referred to as the "technical schools."

The sole mission of these three technical schools is to improve the employability of its students. This is done through day and night programs and through full-time and part-time programs. The three schools operate at the postsecondary level but do not offer college credit nor degrees.

Although there are 15 postsecondary sub-baccalaureate institutions providing technical and vocational education, the three institutions named above account for 75 percent of all the technical-vocational enrollments. Even when compared with combined academic/vocational enrollment, the three schools far outstrip the combined enrollments of the other 12 institutions.

GOVERNANCE

The three schools were created by local school boards and during their beginning years were governed by the school boards which created them. T-VI Albuquerque now has an independently-elected governing board made up of residents of the Institute district. Luna is governed by a board made up of representatives of the participating school boards. Tucumcari is governed by the district board of education.

All three schools are under the jurisdiction of the Public School Finance Division for financial matters, while curriculum review jurisdiction is provided by the State Board of Education.

Governance Issues. When the institutions get large, and their roles more distinct, it is believed that the school boards do not provide adequate policy direction. Because the Board of Educational Finance provides financial and program oversight for the other postsecondary institutions, it is believed by some that there could be lack of coordination.

Governance Recommendations. Local school boards should be given the option to create independent boards for their vocational-technical schools as was done in Albuquerque. If the Public School Finance Division and the Board of Educational Finance become units within the Office of Education enacted by the 1983 Legislature, any apparent lack of coordination will be rectified. The potential loss of coordination between Public School Finance and the State Department of Education will also be largely remedied if SDE becomes a unit within the Office of Education.

PROGRAM

Each of the three schools adopts an annual program by official action of its governing board after proper justification. The program is further reviewed by officials of the State Department of Education and by the Public School Finance Division.

Justification for each individual program begins with examination of regional and national labor needs. When a program is identified for further study, the needs are compared to information collected in the state. Once the program is deemed to have some applicability within the school's service area, an advisory committee of persons from industry is formed to review the data and to see if additional consideration is warranted. Acting on the recommendations of such a committee, the administration of each

school conducts a feasibility study for the proposed program, including an assessment of whether there are students interested in such a program. Once curriculum, facilities, funding, staffing, and admissions are considered, and if all elements indicate an affirmative decision, the program is scheduled for the ensuing catalog year. Short-term, skill improvement programs are subject to less rigorous scrutiny. The process is monitored by the State Department of Education.

Each program is monitored annually by each school and while placement is the main means of evaluation, other factors considered include cost-per-FTE. Adverse experience in some of all factors would indicate appropriate revisions and, in the case of prolonged adverse experience, cancellation of the program.

Program Issues. Rather than probability of employment, some critics would like programs to be approved on the basis of whether or not they help attract industry. There is concern about duplication or overlapping of programs. The placement record of some programs has been criticized. The certificate programs at the three schools are thought by some to be inferior to two-year degree programs. There is concern that if the technical schools were to enter into degree-granting status that it would be very disruptive to both the two-year and four-year degree-granting institutions. It is believed that lack of coordination leaves gaps in training needed by prospective or existing industry.

Program Recommendations. Until the New Mexico economy improves, placement on a regional basis should be encouraged by providing a pilot program of relocation subsidies for graduates of the three technical schools. The state director of vocational education should aggressively solicit suggestions for new areas of training and assign development of such programs to one of the three technical schools. The state director of vocational education should aggressively solicit suggestions for new areas of training and assign development of such programs to one of the technical schools or other two-year institution. Institutions which have degree-granting powers should be encouraged by the state to develop needed associate degree programs. Where associate degree programs are incompatible with mission and capabilities of the existing degree-granting institutions, limited degree-granting powers should be made available to the technical schools.

FINANCING

As units under the financial jurdisdiction of the Public School Finance Division, each of the three technical schools submits annual requests for appropriations to Public School Finance.

State funding for each school is based on its authorized program and takes into account all other resources available.

The authorized program for each school is stated in number of *full-time-equivalent students to be served.* If the schools lose enrollments, state funding is reduced. If enrollment exceeds approved goals, there is no corresponding increase in appropriation. Historically, the three technical schools have gained enrollment throughout most of their history. The unit of funding is made up of the continuing program costs to which is added a factor for pay plan improvements and for inflation for nonpay items. Expansion into new programs is considered separately and may include start-up funding if necessary. Each of the technical schools receives state assistance with capital outlay needs.

Allowance for pay plan improvements and factors for inflation are provided in advance by the Public School Finance Division before appropriation requests are submitted.

Each school must achieve its enrollment goal to receive the full appropriation, but no additional funds are provided if the goal is exceeded.

Until 1983–84, average teacher salaries at the technical schools, ranked near the bottom when compared with the 889 public school districts under Public School Finance jurisdiction, fitting in at the middle 70's among the 89 districts.

Because Public School Finance controls the funds that go to pay plans and for inflation, there is little discretion left to the schools in these areas.

The schools must make continuous economies if noninstructional staffing is required, since the funding is based strictly on instructional needs. At TVI-Albuquerque, for example, enrollments have grown from 8,179 to 12,000 students, but administrative positions have declined over the past five years.

The schools depend on local taxes for part of their support. Local taxes for operations at these three schools exceed the combined local taxes for ten of the other two-year institutions. Excluding the

New Mexico and San Juan Junior Colleges, which receive but a token appropriation each year, the three technical schools raise *five times* the amount in local taxes as is raised by the combined ten other two-year institutions which receive formula funding. The technical schools have continued to raise the greater amounts in local taxes in part as an "in lieu" contribution to replace tuition.

Notwithstanding the large disparity in local funding at the three technical schools compared to the other two-year schools, the technical schools are criticized for their tuition-free policies. The governing boards are committed to tuition-free policies because of the obvious observation that unemployed adults are among the least able to afford tuition payments. Even though tuition is not charged, fees are collected at the three technical schools. In 1981–82, TVI-Albuquerque collected $789,621 in fees from patrons, an amount which surpassed the combined tuition and fees at any other two-year institution and far ahead of San Juan Junior College which was second with $420,151.

Major growth in services to students is possible at the three technical schools because of extremely stable administrative staffing. Experienced personnel can accommodate expending programs without increase in staff because of that experience. Should there be a major change in personnel because of turnover, as is likely in the next ten years, the extremely trim administrative units at the three technical schools may require at least a temporary expansion to operate at present levels.

Expenditure levels at the three technical schools, despite the recognized extra cost of technical education, remains very low when compared to technical schools in general. At TVI-Albuquerque, expenditures per FTE are lower than those of nine of the two-year schools which have largely academic enrollments.

Electing the option of nearly total self-determination, the New Mexico Junior College and the San Juan Junior College have given up state appropriations and the concomitant oversight form the Board of Educational Finance and have replaced state appropriations with funds raised locally. Both institutions benefit from extremely high tax revenues resulting from the energy industry activities in their college districts. Both institutions receive a token amount of $325 per FTE in state funds.

Of the remaining 13 two-year institutions under state oversight, the 1983–84 appropriations run from a high of $3,114 per FTE at Northern New Mexico Community College to a low of $1,774 at

TVI-Albuquerque. Luna Vocational-Technical Institute and Tucumcari Area Vocational School will receive $2,219 and $2,195 per FTE, respectively, still lower than five of the other two-year schools.

The three technical schools have not been included in the two-year funding formula created by the Board of Educational Finance. Instructional programs at the schools differ widely from the traditional college courses. The technical schools provide intensive, daily instruction to the students. The traditional college provides intermittent instruction, relying on the students to learn the balance on their own. The two-year funding formula, however, provides considerably greater weighting to a course such as "Orientation in Art" which meets three times a week for 15 weeks at NMSU-Grants than to a typical course such as "Semiconductor Circuit Applications" which meets daily for 15 weeks at TVI-Albuquerque. Any formula trying to accommodate both traditional academic classes and intensive technical classes and laboratory experiences as in the above example, would have to be so elastic as to be no formula at all.

Funding Issues. Placing the technical schools in the Board of Educational Finance two-year funding formula would greatly disrupt the process for the schools now under the formula. The technical schools have been under-staffed and under-funded when compared with the other two-year institutions in terms of average teacher salary or expenditures-per-FTE. Because the technical schools depend on local tax revenues for part of their operating funds, they frequently have cash flow problems because tax collections don't come in until December. Restricting the technical schools to only pay plan and inflation adjustments in making appropriations has a chilling effect on possibilities of attracting competent personnel from industry, innovative improvements in instruction, program development, technical inquiry, or research.

Funding Recommendations. In additon to pay plan and inflation adjustments, state government should support, at least on a trial basis, some elements other than strictly instructional at the technical schools. Such a pilot program might even include technical research directed at manufacturing processes related to the main mission of the technical schools as compared to pure research which is frequently the topic of inquiry at the degree-granting institutions. Early distribution of state appropriations to the technical schools should be permitted to avoid the frequent cash flow problems. In recognition of the vastly greater contributions made

in local taxes by the technical schools, their status as tuition-free institutions should be assured and encouraged.

LEGISLATIVE

The complex procedures for creating technical and vocational institutes led to the Area Vocational School Act which simplified procedures. The two statutes under which the technical schools have been created are very similar in most respects except that provisions for an independently elected board were provided for technical and vocational institutes by the Legislature in 1979. A similar provision for the area vocational schools failed when HB-24 did not pass in the 1983 Legislature.

Legislative Issues. As mentioned above, the area vocational schools could benefit from having an independent board option available to their creating school boards. Each of the technical schools faces the possibility of being voted out of existence each four years when voters in the school district are asked to approve the mill levy for operations. The statutes do not specify what the mill levy for operations should be in order to qualify for state appropriations and the correct levels have been negotiated between the state and the schools by state officials in previous administrations.

Legislative Recommendations. Area vocational school boards should have the option of providing an independently elected board for their schools. The next mill levy for operations should be made permanent for the technical schools subject to a negative referendum (the reverse of the current system). A reasonable local mill levy, equal to what is demanded of the branch community colleges, should be specified in the statutes.

STUDENTS

The traditional role and mission of the technical schools have been to addresss the particular needs of the economically disadvantaged, educationally underprepared, and unemployed adults in their service areas. The success of the technical programs offered have made them increasingly popular and are now attracting a broader student population representing not only disadvantaged individuals but also academically talented students. About four percent of the students at the technical schools have obtained a college degree. A similar percentage of students never finished high school, or obtained a GED, a considerable change from a few years

ago when dropouts were a large factor in technical school enrollments. The technical schools provide preferential admissions to persons of poor academic ability by the offering of preparatory programs that provide them places in high demand occupational programs ahead of walk-ins who may be academically talented.

Fewer than ten percent of the graduates of the technical schools go on to degree-granting institutions.

Minority persons represent a majority of the students at the technical schools.

The average age of the full-time sudent is 26 and the average age for part-time students is 28.

Each of the technical schools conducts some programs to which high school students are admitted.

Student Issues. The high proportion of minority persons at the technical institutes is viewed by some as an obstacle to improving the image of the technical institutes. The response of this type of institution in meeting the special need of this target student population and also of increasingly meeting the needs of academically talented students raises the issue of reaffirming the mission of technical institutes.

Student Recommendations. The technical institutes should make a greater effort to provide programs that might attract academically talented students. The large numbers of students who are poor who attend the technical schools underscore the importance of providing scholarship or workstudy funds at the technical schools.

ARTICULATION

The technical schools, because of their close links with the public schools which created them, have near total articulation with high schools in their service area. TVI-Albuquerque and Luna have further developed their curricula as a total proficiency-based system that permits them to give credit to any student from any high school or other learning environment. The technical schools share curriculum and program materials, and there is a free exchange of personnel among them when assistance is needed.

There are few articulation agreements with degree-granting institutions which vary in their policy as to work done at the technical schools which may be accepted for college credit. While some credit is granted by cooperating degree-granting institutions, the vigor of the cooperative programs seems to vary with how much

pressure is felt by the degree-granting institutions as to their responsiveness to their communities. This is a large factor in Albuquerque where some strong efforts were made by the degree-granting institutions on the heels of the community college referendum. Since that time, the strength of the articulation agreements has been largely decimated.

The technical schools have not demanded a greater acceptance of credits by the degree-granting institutions, viewing their function as that of preparing graduates for employment, not for academic education.

Since 1979, when the first articulation agreements were proposed, fewer than 100 technical school graduates have benefitted from credit granted by the public degree-granting institutions.

The initial articulation project by UNM and TV-I Albuquerque emphasized transfers of blocks of credit but the receiving institution is now moving to course-by-course transfer which offers less incentive to technical school graduates.

Articulation Issues. It is believed by some that the technical schools must make their courses more academic to fit in better with what is considered college credit by the receiving higher education institutions. Others question whether technical programs ought to be diverted to make them "more academic" at the expense of making them less suitable for improving the employability of technical school graduates. The record in such states as California where articulation is mandated between two-year and four-year institutions is that the preponderance of two-year students do not go on to obtain degrees form the four-year institutions. The emphasis of the technical schools on serving the low-ability adult argues against any short-term expectation that there would be a large pool of academically talented technical school graduates seeking college degrees. The high schools continue to turn out quantities of under-prepared graduates.

Articulation Recommendations. Institutions should continue to strive for better articulation that might benefit students while preserving the special mission of each institution.

CONCLUSION

Nothwithstanding occasional criticism, the technical schools do an exemplary job of providing education which improves the employability of their students. While their lack of degree-granting

power tarnishes their image among academicians, this lack has had no adverse effect in their ability to provide training which leads to jobs. Despite many statements by degree advocates to the contrary, high-tech companies, particularly in Albuquerque, have developed strong links with the technical schools. In the case of TVI-Albuquerque, an impressive list of nearly 50 national high-tech companies recruit regularly there for graduates.

While the funding of the technical schools has not been up to the standards of the branch colleges, the unequal treatment of the technical schools has not damaged their overall capacity to achieve their mission.

The technical schools have been a successful proving ground for proficiency based curricula, year-round operations, and many elements of accountability which are still being treated entirely on a theoretical basis in other sectors of education.

The technical schools provide an option to state government for ventures in educational innovations should the sector occupied by degree-granting institutions and secondary education prove intractable to desired reforms.

The technical schools are to be commended for thir dedication to providing opportunities for educationally underprepared students. If their mission is broadened in the years ahead, this part of their mission should continue to be encouraged, preserved, and strengthened particularly in light of the numbers of underprepared students graduating from our state's high schools.

APPENDIX F

Maintaining the Incentive for Excellence at the University Level

Gerald W. Thomas
New Mexico State University

A. The Land-Grant University: A Special Role for NMSU

As we move toward excellence in higher education, it is important to point to the unique role that New Mexico State University plays in this State. NMSU is the only state-supported university with three specific charges under Federal and State legislation:

(1) Probably the most important legislation was the Morrill Act of 1862 establishing "Land-Grant" Colleges in each State and Territory of the U.S. Our University was given this designation in 1890. Under the Morrill Act we are charged with "the liberal and practical education" of students in "the several pursuits and professions of life." The primary objective of the Act was to use public higher education as a preparation for work more than for artful leisure or character formation. Specifically, the law requires each land-grant college to offer programs in agriculture, science, the mechanical arts or engineering, and the rudiments of military science "or defense of the Republic." *As a land-grant college we are charged with education of the common people* rather than the exclusive approach to higher education which was traditional of the European pattern. It was the intent of Congress with the passage of the Morrill Act to open our education to the children of "clerks,

artisans, storekeepers, farmers, miners, mechanics, teachers and laborers as well as to the children of clergymen, lawyers, physicians and wealthy merchants."

This mandate on open admissions has been carried out well, but it has created certain problems associated with academic quality *and* has led to serious debate over the approach to admissions. While the debate will continue, the charge is clear. We are to make education available to the masses and to encourage all those who desire an education, and have the motivation to pursue an education, to have access. This does not, and should not, mean sacrificing standards in our programs. Nevertheless, the tradition is clear—"You all come"—rather than selective admissions.

We have continued the charge under the Morrill Act as we moved into Branch Campus operations. Each of these four branches has a community college approach to education involving both traditional and non-traditional students and encompassing both academic programs as well as vocational/technical training.

The second piece of legislation, building on the Morril Act, was the passage of the Hatch Act, which established the agricultural experiment stations and clearly defined *the role of research for the "Land-Grant Universities" in cooperation with the state and the national governments.* This too was a new approach to higher education, since research up until this time was carried out primarily along the European traditions, in separate "Institutes" not associated with the colleges. Thus, we have established a tradition of tying research to teaching. This has been an important element in building the tremendous economic base that we have in this country today and has been essential to quality graduate programs.

It should be clear that there is a responsibility for research *unique* to the land-grant college and clearly identified in federal and state legislation. This research responsibility is not always understood by nonland-grant institutions. This is a tradition worth maintaining.

The third tradition, again uniquely implemented by land-grant colleges, came with the passage of the Smith-Lever Act of 1914, establishing the Cooperative Extension Service—*providing a mandate for extension and continuing education for the land-grant colleges.* This mandate helped forge a special relationship between the land-grant colleges and the people, industries and governments of their regions. It established an organized approach to the tremendous job of technology/transfer—moving research information

more rapidly and more directly into application by business, industry and agriculture. The commitment to public service, first mandated in agriculture and home economics, is now an accepted responsibility for all departments of the university.

Two other Federal mandates apply rather specifically to New Mexico State University:

(1) The Title XII Legislation for International Development forged a partnerhsip between the major agricultural colleges and the U.S. Agency for International Food and Agricultural Development on an appointment by President Ford. Since the passage of Title XII, NMSU has become involved in a major way in the international arena.

(2) Federal legislation also established the Water Resources Research Centers at most of the Land-Grant Universities. Since water is our most important natural resource, this program has gained prestige with time.

Another unique charge to this university is the constitutional responsibility for the New Mexico Department of Agriculture. The administration of MNDA programs under the jurisdiction of the Board of Regents has been highly professional and efficient.

These are some of the examples of programs that make NMSU unique in the State of New Mexico. Out of a total budget for 1983–84 of $174 million, we generate 62 percent from non-State sources. The examples of our special role in this State also serve to reinforce our basic plea for local autonomy with authority vested in our Board of Regents. Autonomy and flexibility, with the proper incentives, will help New Mexico State University move toward excellence. We sincerely appreciate your support in this endeavor.

B. *Autonomy and Accountability*

As the financial requirements for higher education grow and the competition for limited resources becomes more intense, the pressure increases for "accountability." Indeed, accountability is the buzz word; the rallying cry; the focus for political action. *But, while it is a worthwhile goal for society, many adverse actions have taken place and undesirable trends have been established using "accountability" as the motivating force.* Today, I want to alert you to some of these concerns.

Our nation was built on the concept of free enterprise, open competition and the incentive to produce. If the nation grew on

the basis of just rewards for outstanding performance, why can't the universities also prosper under this concept? Why not design new strategies for rewarding performance at the institutional level *and* halt the undesirable tendencies to squelch initiative and curtail local autonomy?

There are two approaches to accountability. One is the *pre*-expenditure approach and the other a *post*-expenditure strategy. The first leads to more restrictive legislation, more regulation, more centralized management. The latter, or post-expenditure approach, places more responsibility on the Regents and on management, provides more flexibility in the operations, and places emphasis on careful audits and performance evaluations. I will argue for the latter.

Here are a few of the questions that relate to these approaches to accountability, institutional integrity and local initiative:

(1) *How can we slow down the trend toward more and more regulation and restrictive legislation? What is this doing to the academic enterprise?*

As we look at the next decade at our own university, I must reemphasize my concern about the overburdening amount of government regulations. This "entangling web" leads to non-productive expenditures of time and money, contributes to inflation, and even more seriously encroaches on the local autonomy of the university. At New Mexico State University, we are now dealing with nearly 500 state and federal agencies on an annual basis. There are over 30 congressional committees and at least 70 sub-committees with jurisdiction over nearly 450 separate laws affecting post-secondary education.

Excessive government regulation, (1) is produced by bureaucracy and it gives rise to more bureaucracy, not only in Washington but in the state capitals and on the campuses as well; (2) diverts scarce dollars and valuable time of administrators and faculty from important institutional missions to non-productive activity; (3) intrudes upon internal decision-making, erodes institutional autonomy and leads to complicated and costly side effects such as increased litigation; and (4) contributes significantly to the deterioration of a long and mutually productive partnership between government and higher education.

A recent Carnegie Foundation report, entitled "The Control of the Campus" pointed out that, in recent years we have heard fewer complaints about Washington interference but, "At the same time,

intervention by State governments continued to increase . . ." The report further states, *"In recent years, demands for accountability by agencies beyond the campus have caused confusion about where authority is lodged and have worn down the traditional governance structures of higher education. Leadership in the academy has been weakened."* Let me make it clear that *we cannot operate this university without funds from various federal agencies as well as the state support.* Our traditional land-grant ties with the U.S. Department of Education for student loans and grants is essential; and many other relationships are mutually beneficial. Therefore, a blanket condemnation is not intended. *Nor are we trying to reduce accountability.* However, it certainly is important that we continue to express serious concern about the growth of bureaucracy, increased regulations and the loss of autonomy of the university through goverment action. The President of Harvard stated recently, "The most critical issue for the next generation is not Harvard's survival but its independence and freedom from ill-advised government restraints."

Dr. Harold Enarson, President Emeritus of Ohio State University, stated recently, "Regulation, like the ash from Mt. St. Helens, has filtered down from on high until it pervades almost every aspect of the university; and like the ash, it has choked life from some parts of the enterprise and made a mess of the rest."

(2) A related question deals with *maintaining institutional integrity*—the essential mission of the university. Here again, I have taken several quotes from the Carnegie report: ". . . maintaining the integrity of higher learning is absolutely crucial if society is to be well served. *The university is a unique institution, a repository of our cultural heritage and a source of the nation's future intellectual and economic growth.* Therefore, the academy must be free to direct, without outside interference, those functions that may, from time to time, challenge, but ultimately will enrich, the culture they sustain." *". . . If the integrity of higher education is to be preserved, the academy must have full authority over those essential functions that relate to teaching and research."* . . . A related point is that the free pursuit of knowledge goes beyond the rights of individual scholars and their students. *The violation of academic freedom can occur not only within a university; it can happen to a university as well."*

". . . Individuals within the academic community cannot be free to teach and study if the institution is not free.

Discovering the precise point at which academic integrity battles should be waged is never easy. All activities on campus ultimately intersect, and the line between the so-called academic and nonacademic frequently is blurred. Still, some functions are more truly vital than others. The work of scholars and their students is at the esential core, and it is here—where "academic freedom" issues are involved—that the defense of the academy should take place.

(3) *The third question relates to the governance structure for higher education. What about a state-wide Board of Regents or a more powerful central commission?* An examination of the attempts by other states to increase the efficiency of higher education and prevent overlap and duplication through the formation of centralized boards with substantial powers for budget and program control have simply not worked. *Rather than increased efficiency, these centralized agencies have only increased the level of bureaucracy and the amount of red tape and have complicated the process of delivering education to the students. The New Mexico system, which now provides for constitutional boards of regents for the major institutions and for a Board of Educational Finance, is much better than most of the centralized systems such as those in California or Montana.* Competition among the institutions is healthy. There is, of course, some duplication, but *the effectiveness of the expenditures of monies is much greater without the central bureaucracy.*

C. Building Incentives For Excellence

Some specific recommendations for Building Incentives:

(1) Return 100% of the overhead funds generated by the universities from research grants and international programs. (At present, the BEF credits only 80% of these funds back to the institution.) These funds are essential to the generation of outside support.

(2) Return the total responsibility for the Land and Permanent Fund to the Regents. This would help solve the critical problems of facility maintenance and minor construction.

(3) Encourage creative approaches to the local financing of buildings. As examples, (a) management of univeristy-owned lands without the threat of reduced appropriations, (b) use of local revenue bonds, (c) cooperative approaches with private industry. NMSU has constructed the buildings on campus, amounting to more than

$23 million, but the flexibility for bonding has been reduced due to legislative action.

(4) Use tuition and fees to add a level of excellence to our academic programs rather than as a means of reducing state revenues.

(5) Provide a positive incentive for private industry and individuals to contribute to excellence in academic programs. I have two specific proposals for your consideration:

(a) *Set up a State contingency fund for endowed chairs at the universities.* This fund would be available when and if the universities could obtain non-State matching funds. For example, a University Chair in water resources could be endowed for $1 million. The State would put up $500,000 as a one-time expenditure if the University could obtain the other $500,000. I would like to see the State put $2 million in this fund for four chairs and turn all of the universities loose to obtain the match.

(b) *Set aside a certain level of funds each year for scholarships—again to be triggered only if a match can be obtained from private sources.*

Both of these approaches would encourage business and private support for the universities. In addition, the involvement of the private sector would encourage more interaction and tend to bring the public in closer contact with the universities.

I appreciate the opportunity to make this brief statement to the Governor's Commission on Higher Education. Other members of our faculty and administration will follow as shown on your agenda. At NMSU, we have a team of professionals that will cooperate with the Commission as we strive to move toward excellence in higher education.

APPENDIX G

Position Papers Presented to the Commission

Candela, Greg, "Statement to the Governor's Commission on Higher Education," October, 1983.

Concerned Native American Students at the University of New Mexico and the KIVA Club, "Statement on New Mexico Native American Higher Education," November 4, 1983.

Engineering Societies Presidents' Council of New Mexico, "Position Statement Concerning Higher Education."

Flores, Kathy, "At NMSU—A Faculty in Search of Excellence: A Report to the Governor's Commission on Higher Education."

Graduate Student Association, University of New Mexico, "Report to the Governor's Commission on Higher Education."

Gross, William A., "Reflections on the New Mexico Higher Educational System: Observations and Experiences as UNM Dean of Engineering for Six Years," September 14, 1983.

Harris Tijerina, Kathryn, "Indian Resource Development" and "Thinking Like an Engineer," September, 1983.

Holmes, Charles, "Graduate Study and Research."

Lassiter, Ruby F., "Minority Access to Excellence in Higher Education," November, 1983.

Maestas, Sigfredo, "The Meaning of Excellence."

May, Gerald W. and Joseph Genin, "Engineering Education in New Mexico," October 18, 1983.

Provencio, Lynie, "Position Paper on Excellence in Higher Education," September, 1983.

Saavedra, Louis, Sam Vigil, and William Coffey, "The Technical-Vocational Institutes of New Mexico," August 22, 1983.

Shepard, John, "Characteristics of a Full-service Community College: The New Mission for the Community College."
Stewart, Rodney L., "The Role of Proprietary Schools in Postsecondary Education," September, 1983.
Zárate, Narcisa, "Access to Higher Education" and "Financing Quality Cost-effective Education," August 16, 1983.

NEW MEXICO
GOVERNOR'S COMMISSION
ON HIGHER EDUCATION

Fred R. Harris, *Chairman*

Mark Bitensky
Sally Black
Mary Darling
Gloria Emerson
Linda Estes
Everett Frost
Neal Gonzalez
James Henderson
Robert Hoffman
Charles Holmes
Roland Johnson
Ruby Lassiter
Daniel Lopez
Sigfredo Maestas
Bonnie Maldonado
Pamela Minzner
Leonard Napolitano
Ethel Ortega-Olson
Arturo Ortega
Alfonso Ortiz, Jr.
Eddie Ortiz
Janice Paster
Ray Powell
Louis Saavedra
James Senterfit
Richard Tecube
Gerald Thomas
Samuel Vigil
Narcisa Zárate

Paula Sabloff, *Executive Director*
Al Stotts, *Special Assistant*

"END OF DOCUMENT"